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Survey Contributor Promoted

FRANKLIN D. ROOSEVELT, the author of Growing Up by [Regional] Planning in The Survey of February 1, 1932 (page 483), was elected president of the United States on November 8.

R. F. C. and Housing

ON NOVEMBER 1 the Reconstruction Finance Corporation approved its first loan for housing—$3,957,000 at 5 percent interest to the Hillside Corporation organized to construct in the Bronx, New York City, a multi-family dwelling at a total cost of $5,936,217 to contain 1581 apartments, and to rent at a maximum of $11 a room. Immediate opposition to this loan arose from two sources—from local real-estate interests and from certain welfare groups. As a result the loan is, for the time being at least, held up. The real-estate group contends that such a loan would constitute government subsidy to unfair competition, inasmuch as the vacancy situation in similar priced non-tax-exempt apartments is already a serious matter. Those more altruistically concerned hold that this loan is unjustified because, with government assistance, it will provide living quarters for a fairly well-to-do slice of the population; they blame the State Housing Board for having approved the loan. Motivated perhaps by different reasons, both opposition groups stress the fact that the Hillside development does not constitute a slum-clearance project, so urgently needed at this time.

Equally vehement, but in commendation, is another group, again including welfare organizations. Agreeing that this is not slum clearance, they point out that under the law the Reconstruction Finance Corporation is authorized to make loans on approved (i.e. by a duly constituted state authority) housing projects to corporations formed wholly for the purpose of providing housing for families of low income as well as the reconstruction of slum areas. And regardless of a need for even cheaper apartments, $11 rentals certainly meet the first purpose of the relief act. Unfortunately, real slum clearance in Manhattan, they maintain, is not feasible with present real-estate values. Moreover, unless the R. F. C. materially reduces its rate of interest, new housing for lower income groups is impossible. Not even the limited dividend corporations have been able, up to this time, to reduce rents below this point.

The Hillside project will provide employment for two thousand men. And to relieve unemployment, its proponents point out, is one of the main objects in financing self-liquidating undertakings. Furthermore increased employment cannot but help the vacancy situation, which they assert is abnormal, due not to a surplus of apartments but because families have been forced to double up for economic reasons. This new building will not add to the empty apartments of today's surplus for it will not be completed for two years, when in fact there will probably be an actual shortage of living quarters. Designed to cover but 33 percent of the ground area, with recreational spaces and other important communal facilities, this development will, without question, constitute a well-planned community for families of moderate incomes and should set a high standard for the future development of low-cost housing in this district.

Even granting that it is unfortunate that a slum project was not the first selected by the R. F. C.—that a lower cost building is not being financed—the merits of this one should not be overlooked. Its approval in no wise precludes other loans for slum clearance or cheaper apartments. Though of special interest to New Yorkers, the final decision as to whether this loan will stand is obviously a matter of national concern.

The Long Arm of the Law

THOUGH it is expressed in sober judicial language, the opinion of the United States Supreme Court ordering a new trial for seven illiterate Negro boys condemned to death in Alabama, is nevertheless an eloquent statement of individual rights under constitutional law. The seven young vagrants, accused of assaulting two white girls who, like the boys, were "beating a ride" on a freight train, were convicted in a community seething with racial antagonism and with even more bitter hatreds stirred by Communist agitators who sought to make of the trial a focus for their propaganda. The case was carried to the highest court on three grounds: that the boys were not given "a fair, impartial and deliberate trial," that they were denied the right of counsel "with the accustomed incidents of consultation and opportunity of preparation for trial," and that they were tried before juries from which "members of their own race were systematically excluded."

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In its opinion, given by Mr. Justice Sutherland, the court disregarded the first and last counts, sustained the second as a violation of the Fourteenth Amendment, which provides that no state shall "deprive any person of life, liberty or property without due process of law," and ordered a new trial in which the denied safeguard must be assured.

Amherst's New President

VOCATIONAL training in college and "safeguards" for college youth may be important to professional educators, but to Stanley King, lawyer-business man inaugurated as Amherst's eleventh president last month, the chief concern of the college lies in giving youth responsibility and contact with fine minds and ripe personalities. As a practical application of his educational policy, Dr. King announced that under the new administration, the rules forbidding students to bring autos to the college will be relaxed, that chapel attendance will be required, and declared that he did not "propose that Amherst shall concern itself with training men for this or that future career." Before an audience that included thirty college and university presidents, Dr. King suggested that the college curriculum is overemphasized and argued that "teaching is more important than what is taught." Further, he urged that colleges

> get away from the all too prevalent coddlings and immaturities in our attitude to young men. . . . Our American fault as citizens is not our healthy resistance to rules but our failure in adequate self-discipline. And so I would in college life place increasing confidence in the student body to live as young men of education should; to observe the conventions of gentlemen; to attain an increasing mastery of self-direction and self-discipline.

Some colleges have tried to give their students "contact with the going world" by sending them out as apprentices into business or industry for part of the college year. In the choice of this new president Amherst, consciously or unconsciously, is bringing to the campus the viewpoints and experience of practical and successful professional and business life. It is an experiment rich in interest and in promise.

Morris Knowles

MODERN Pittsburgh lost one of its builders, and sanitary engineering one of its socially-minded pioneers, in the death of Morris Knowles. In 1901 he became chief engineer of the Pittsburgh Bureau of Filtration, designing and supervising the construction of the great sand filtration plant which was to end the endemic typhoid that had scotched the urban district for thirty-five years. Lawrence, Metropolitan Boston, Massachusetts as a whole, Philadelphia, New York, Florida and many other states and cities benefit today because of reports and plans he made for them. During the war, he was supervising engineer in charge of construction of Camps Meade and McClellan, and chief engineer of the housing division of the United States Shipping Board. For his interest and activities were not narrowly confined. He was an expert in flood prevention, and a forerunner among engineers in zoning and city planning. His book on Industrial Housing was published in 1920.

Survey Associates shared in this loss, for as a member of our National Council we knew him as a fellow-worker, able, fearless, constructive to his finger-tips. He was a collaborator in the Pittsburgh Survey in 1907–09 and shortly thereafter bore a hand in the field work of our special number on Birmingham, as the type industrial city of the South. At the time he was engaged in designing the impounding dam for the development of an industrial water supply for the Tennessee Coal, Iron and Railroad Company. As a side-line he took over for us on a voluntary basis, the sanitary appraisal of the Alabama mining town—choosing from the district the best, the worst and an average example. In line with our procedure, his report went to the Alabama Coal Operators Association for criticism before publication. Its portrayal of the elements of mining-town sanitation were at once so challenging and practical that the Association forthwith commissioned him to cover the whole area, and bring in a series of recommendations for improvement. This sanitary survey was the first ever carried forward on a state-wide scale in an American mining district. It brought tangible results, and things moved so rapidly between the time of his first field work for us and the publication of the special number, that Mr. Knowles had to rewrite his first draft to bring it up to date.

Professor Commons at Seventy

MEN and women in all parts of the United States who owe their training and inspiration to John R. Commons of the University of Wisconsin joined with students and friends in Madison in celebrating the seventieth birthday of their professor on November 18. From Syracuse University, where Professor Commons' chair was abolished because his teachings were not in favor there a quarter of a century ago, came a message signed by thirty-three students saying that they wished the celebration might have been on their campus. Prof. Thomas S. Adams of Yale wrote that he knew the guest of honor would not go to heaven because he would be happy only where there are problems to solve and evils to fight. Dr. E. A. Birge, former president of Wisconsin, rose up as a biologist to take issue with Adams. He was sure Commons would be in heaven to reform the transportation system there, about which the biologists, who don't see how wings can be set on shoulder-blades, have so long complained. President Frank, who was unavoidably out of town, sent a message to the teacher who "had achieved immortality in the affections of his students," and this seemed to express the feelings of the audience better than any other words. An employer and two union leaders testified to the gratitude of capital and labor for the services Professor Commons had rendered them. Governor La Follette spoke of those to the government and to the people of the state. Students presented a check for $1500 to be used for a trip abroad to afford a much needed rest. The students also announced that a John R. Commons Library had been presented to the University consisting of a complete set of Commons' works and copies of all the books that his students had written. Before the dinner broke up Professor Commons charmed his audience with glimpses of the personal side of his life, about which he rarely speaks.

The C.O.S. Lights Fifty Candles

ON THE last day of November the New York Charity Organization Society celebrated the fiftieth anniversary of the meeting at which it was organized by authority of the State Board of Charities "to inaugurate a system of mutual help and cooperation among the societies engaged in teaching and relieving the poor of the city in their own homes." The singular fidelity with which it has carried out that mandate through the half-century may be due in part to the rare changes that have been made in its administration. Walter S. Gifford, the president, and Lawson Purdy, the director, have

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each had three predecessors; in a sense, they have had but one each, for Robert W. deForest was for so many years president and Edward T. Devine general secretary that they inevitably set the pattern of this pioneer society. It has from the beginning been an innovator. In its earliest days it discarded the word "deserving" as applied to a client; its offices were among the first of any kind in New York to experiment with a dubious new-fangled contraption known as a typewriter; it established the first school of social work, the first committee of laymen and physicians on tuberculosis, the first tenement-house committee; the first journal for social workers (The Charities Review, later called Charities, and now The Survey.) It either established or was instrumental in the establishing of the National Information Bureau, the Municipal Lodging House, the Library now a part of the Russell Sage Foundation, the Children's Court, the Domestic Relations Court, the New York and National Tuberculosis Associations, the National Child Labor Committee, the Red Cross Home Service, the New York Nutrition Council, the city Tenement House Department, the National Social Workers' Exchange, the Provident Loan Society, the National Employment Exchange. The Society has been eager to serve and to stimulate others to service. It opened its first half-century with an expenditure of two hundred dollars for office equipment; it enters the second with a budget of nearly two million dollars and undismayed by a deficit of $45,000.

Father Gavisk

IN THE death of the Rev. Francis H. Gavisk on October 22 Indiana loses one of the few surviving members of the distinguished Old Guard of her public-welfare services, a group of clear-headed and devoted men who made the charities and corrections of Indiana a model which men from other states came and saw and copied. Born a full decade before the Civil War, Father Gavisk lived a long and useful life. He had been rector of St. John's Roman Catholic Church in Indianapolis since 1885, a member of the Board of State Charities since 1907, and active in many social and civic enterprises including the Family Welfare Society, the Red Cross, the Indianapolis Foundation and a member of Survey Associates since it was founded twenty years ago. In 1915 he was president of the National Conference (then of Charities and Correction) and in 1919 Pope Benedict appointed him prothonotary apostolic.

City Planning for Economy

ECONOMY and Security Through Planning was the theme of the twenty-fourth annual planning conference held in Pittsburgh last month. Naturally the architects, the students of social science and the planners who discussed city planning and the elimination and avoidance of residential slum areas played upon this theme in discussing theories of land utilization, and their theories were substantiated by bankers of vision and of sad experience with real estate as security for loans. Tax specialists and municipal economists in pleading for sounder tax methods pointed out that all budgets consist of debt service as well as operating expense. In the debt service lies hidden the waste incident to badly located and poorly functioning physical improvements. In operating expense is included each year too large an amount for the upkeep of streets which never should have been built. All this spells the need of a plan, and no effort at economy is more short-sighted, more calculated to defeat its object, than an indiscriminate percentage slashing of municipal appropriations and the elimination of the planning commission which alone among all municipal departments provides the basis for appraising the worth of municipal improvements.

As usual the sessions of the conference brought together the specialists, engineers, architects and landscape architects, the municipal administrators, and an unusually large number of architectural and engineering students, not only from Pittsburgh University, but from Pennsylvania State College, the University of Michigan, and even more distant institutions of college rank.

Two-Bit Luncheons

THE wall is breached and the two-dollar social-work dinner is no longer impregnable. For a year The Survey has taken pot-shots at this entrenched institution. Now comes a communiqué from Baltimore. At the opening dinner of the Community Fund with Newton D. Baker as featured speaker, the F. F. B.'s of social work sat down to a twenty-five-cent meal and, reports our scout, liked it. So empires do totter and thrones can decay.

Labor Joins the Procession

THANKS to the depression, unemployment insurance, once encountered only on "learned society" programs, is now lively front page news. The headline feature of the executive committee report, submitted to the American Federation of Labor at its recent meeting in Cincinnati, was outright endorsement of the principle of unemployment insurance. This action was foreshadowed by the convention discussion at Vancouver a year ago (see The Survey, November 15, 1931, page 186), the first break in A. F. of L. opposition to this method of lightening the burden placed on the wage-earner by industry's ups and downs. The executive committee's report endorsed compulsory unemployment insurance under state auspices, with supplementary federal laws covering workers engaged in interstate commerce and in federal territories. The A. F. of L. will help draft these measures and will actively support them. The executive committee did not submit a model bill but suggested that, to have federation support, an unemployment insurance measure should include these features: the plan should be solely "a charge upon industry," with employers paying into a reserve fund at least 3 percent of their payrolls; union members must be protected against any provision requiring them to take jobs that violate their union regulations or that would tend to lower wages or standards of working conditions; the state should invest reserve funds and administer the plan; no private company should be permitted to write unemployment insurance; both employers and employes should have a voice in the administration.

Watch the Gift Books

A LIBRARIAN friend asks us to urge social workers and social agencies to apply intelligent case work to the books which are sent them to distribute as Christmas gifts to underprivileged children. More lasting damage can be done some children by the wrong books than by the wrong diet or shoes that pinch growing toes. Yet books are often dumped in indiscriminate generous piles in a charity office and handed out without a thought as to their suitability. Some social agencies have hit on the excellent plan of asking the children's librarian to go over the titles and weed out the misfits.

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Collective Bargaining with Public Opinion

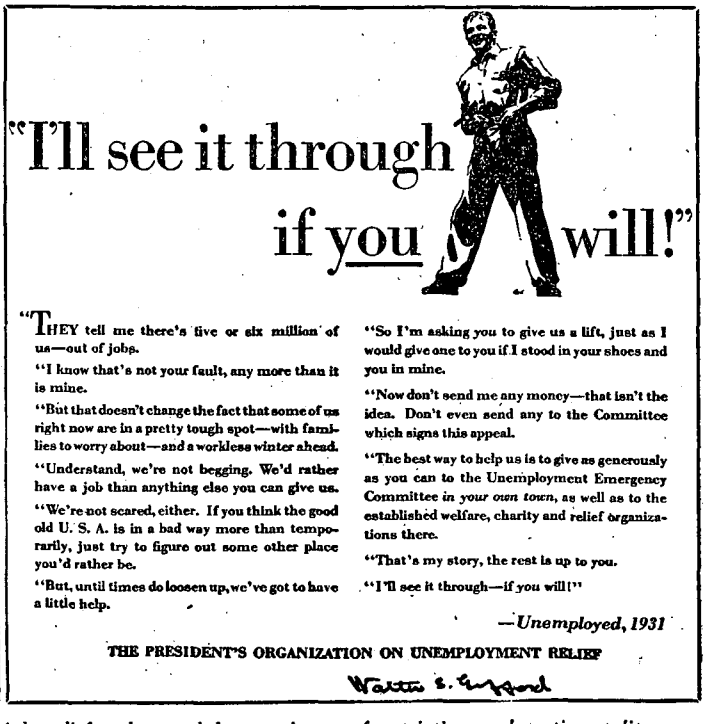
By BART ANDRESS

Director of Finance and Extension, Brooklyn Bureau of Charities; Vice-Chairman, Division on Educational Publicity, National Conference of Social Work

EVERY national crisis dramatically affecting human welfare gives rise to new and ingenious methods of producing what Dr. George E. Vincent has called "those interesting forms of mutual hypnosis through which people beguile each other into making contributions to various causes." The War gave us the perfected technique of the high-pressure campaign, with its bewildering assortment of hypnotic devices and procedures; the boom era, a crisis in disguise, was prolific in "movements," "weeks" and other organized assaults upon the emotions; then came the depression, and with it a fresh crop of ideas, as well as a revival of virtually all that had been tried before. Many of these methods disappear after serving a momentary purpose or proving to be entirely ineffectual. Some have merit and are adopted in part or in modified form for use in permanent promotional or educational programs.

Outstanding among depression innovations, not only because of its scope and novelty, but because of its demonstrated potentialities for usefulness in good times as well as bad, is the Welfare and Relief Mobilization. Born of expediency, without precedent, it has evolved into a type of cooperative national campaign that warrants study. There have been many cooperative national campaigns to raise money. The purpose of this newcomer is to raise hope. No national fund is created, as was the case in the War Work Campaign: rather, the plan is to help communities to help themselves. This is attempted by tapping national sources of influence, publicity and prestige in support of inclusive or cooperative community fund-raising programs, thus creating unanimity of purpose, and giving cities and towns the stimulus that comes with concerted effort in a common cause. With proper care and development, a little money for nourishment, and encouragement from lay and professional welfare leaders, this type of movement can without doubt bring forth something that social work in America acutely needs: namely, sustained cooperative effort toward popular interpretation. Business has a collective voice. So has medicine, the legal profession, and countless other organized group interests. Social work has none.

THERE have now been two of these mobilizations, and they present certain vivid contrasts. The first, in the fall and winter of 1931, was under the direct sponsorship of the Washington Administration; the second, just completed, was conducted by an independent committee which accepted the help but not the authority of the Administration. Hence, while similar in structure and program, the two movements differed greatly in tone, output and emphasis. Both helped local communities to raise money by giving them the reenforcement of national publicity through channels that no one community or agency could have enlisted. They proved that it requires a united front to secure for social work such priceless advantages as national hook-ups, contributed advertising space in leading


"I'll see it through
if you will!"
"THEY tell me there's five or six million of us—out of jobs.
"I know that's not your fault, any more than it is mine.
"But that doesn't change the fact that some of us right now are in a pretty tough spot—with families to worry about—and a workless winter ahead.
"Understand, we're not begging. We'd rather have a job than anything else you can give us.
"We're not scared, either. If you think the good old U. S. A. is in a bad way more than temporarily, just try to figure out some other place you'd rather be.
"But, until times do loosen up, we've got to have a little help.
"So I'm asking you to give us a lift, just as I would give one to you if I stood in your shoes and you in mine.
"Now don't send me any money—that isn't the idea. Don't even send any to the Committee which signs this appeal.
"The best way to help us is to give as generously as you can to the Unemployment Emergency Committee in your own town, as well as to the established welfare, charity and relief organizations there.
"That's my story, the rest is up to you.
"I'll see it through—if you will!"
—Unemployed, 1931
THE PRESIDENT'S ORGANIZATION ON UNEMPLOYMENT RELIEF

LAST YEAR. *The Welfare and Relief Mobilization emphasized straight relief and appealed to a mixture of patriotism and sentimentality*

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It's hard for a Hungry citizen
to be a Good
CITIZEN
THE boy whose stomach is empty cannot be expected to do good work at school. Babies undernourished through another winter may be handicapped by frail bodies through life. The hungry father of a hungry family is hardly the man
"SHE NEVER HEARD OF
Saving FOR A Rainy day"
It's RAINED her whole life
THIS YEAR
The appeal was based on a long-range point of view. Private relief to prevent starvation was shown to be a small part of the whole program of constructive and preventive social work

magazines, newspaper front pages, the services of nationally influential orators, billboard space without cost, and the active cooperation of civic and business groups. Both movements succeeded in opening up these avenues, but differed widely in their use of them.

The first campaign, because of its official sponsorship, became largely a many-voiced megaphone for the then current White House theory that unemployment relief was a problem to be met in the star-spangled manner of the Liberty Loan drive. The emphasis was almost entirely on unemployment relief; not only was relief necessary, but the public expected stress upon it, and there was widespread feeling among chest executives that to place emphasis elsewhere would endanger the whole drive. Yet there was practically no recognition of the necessity for relief funds from tax sources, although during that very period more than 70 percent of all relief was coming from municipal, county and state treasuries. Food was stressed almost to the exclusion of other human needs, and established agencies were recognized just insofar as they could qualify as dispensers of direct material aid. As a result, established social work got more publicity and less interpretation than it had received at any time since the war. Walter S. Gifford, then chairman of the President's Organization on Unemployment Relief, spoke up stoutly in the interest of other social services; but unfortunately his was one voice against many, and was lost in the din. Agencies dedicated to health, case work, recreation and character-building were obliged to issue their own publicity, and found themselves engaged in what one leader called "competitive cooperation" with the government.

The second campaign, initiated by the social agencies themselves with operating management entrusted to the Association of Community Chests and Councils, has been free from domination by any particular school of political or social thought. Due largely to the informed leadership of Newton D. Baker, it has been characterized by an intelligent recognition of the variety of human services required for social reconstruction, by a perspective embracing the future as well as the present, and by a refreshing candor with regard to the sources of welfare and relief funds. The situation had changed, to be sure: not only had local public funds been increasingly needed, but federal relief loans had been made available through the Reconstruction Finance Corporation, and there was the new task of forestalling an impression that Uncle Sam had taken over the entire burden of feeding and clothing the unemployed. But this has been accomplished without denying the need for public funds, federal as well as local, and without stressing the food basket to the detriment of established welfare and health work. The movement throughout has had the tone of a frank and earnest invitation to the people to face the social crisis intelligently, generously, and in its entirety.

A FEW comparisons will indicate the difference in emphasis. Outlining the purposes of the 1932 movement, Mr. Baker said: "The people must be fed. Tax funds, federal, state and local, will have to bear a large part of that. But even for relief, tax funds will have to have important assistance from community funds. And not even for this year must social work other than relief be scrapped. To permit the forces of social work to be scattered and demoralized would be a national disaster." This became the keynote of the campaign. Last year welfare leaders petitioned in vain for this kind of platform. Instead, officially sponsored appeals, based upon a mixture of patriotism and sentimentality, insisted upon emergency relief as the one and only consideration, and upon private giving as our only protection against wholesale starvation.

One of the most conspicuous of this year's improvements has been found in the copy provided for donated advertising space. Last year, these messages were consciously designed to "sell relief" to the American people as never before. The dominating theme was Brotherly Love in a Big Way, written down to the intellectual level of the average movie audience. One can hardly forget the full page featuring a limpid-eyed, school-girl-complexioned wife who, according to the copy underneath, would surely not bawl a fellow out for having given more for relief than the family budget could afford.

This year's copy reflected Mr. Baker's broad point of view. One of the principal ads was headed: "It's Hard for a Hungry Citizen to be a Good Citizen." There in a sentence was an adroit suggestion of the dual purpose of community campaigns —to supplement public relief, and at the same time to provide

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for constructive and preventive social work. The message underneath stated clearly the place of public funds in the relief scheme, and then explained frankly how private contributions would be used. "Your dollars will feed the hungry, and relieve the absolute want of the unemployed. They will be used, also, to take care of the sick and the aged. They will help maintain hospitals, orphanages and schools. They will make possible clinics and visiting nurses." The concluding line was: "The dollars you give will be invested in the forces of civilization right in your community."

Another of these messages presented both poignantly and intelligently the tragedy of childhood and the depression. Taking as its theme a little girl born in December 1929—a striking reminder that the depression has lasted so long that thousands of children know of nothing else—it suggested with powerful simplicity the obligation of society to provide her, not alone with food, but with opportunities for mental and spiritual development. In still another message the patriotic appeal was again used, this time with direct relevancy, reminding the community of the plight of "little children who may grow up feeling that their own country has betrayed them . . . that their Land of Promise has broken its faith."

Last year's nation-wide broadcasts transferred to the microphone the monster benefit idea of the theater: aggregations of dazzling names from business and political life, as well as from the stage and screen, making brief appearances to show their hearts were in the right place. Intelligent observers, outside as well as inside social-work circles, had hoped for programs that would dramatize the realities of the social situation, and listened in despair as these superb opportunities to address a whole people were used merely to skim the surface of a crucial problem, and to promulgate theories of relief so soon to be radically altered.

The official 1932 poster was in itself an epitome of the inclusiveness of the appeal. Featuring an appealing type of boy, taken from a Paul Parker photograph, it presented the slogan: "Relief and Human Service," with the phrase "Human Service" in larger lettering than the word "Relief." Last year a poster adopted by the chests, featuring the word "welfare" combined with "relief," was cast aside in favor of one showing a workingman smiling beatifically at the thought of having another chance to give out of his rapidly sagging pay envelope —illustrating, apparently, the obligation of the employed poor to take care of the unemployed poor.

Last year's movement had one important advantage over its successor. This was a field staff operating under the direction of the Association of Community Chests to aid communities in coordinating local campaigns in such a way as to derive full benefit from the national program. Because of the scarcity of money, the 1932 movement was deprived of this, with the result that its help to many communities was probably much more casual than it might have been. This is an element in the mobilization scheme that is yet to be perfected. A field staff is expensive; but without some kind of local coordination, there is a likelihood that the national plan may expend its best effort without sharp focus upon needs and conditions in the field.

THUS it appears that this new thing under the sun, the Welfare and Relief Mobilization, has made astonishing gains in the single year of its existence. Its set-up and its technique are new and promising. It has followed the swing, in practice and in the best thinking, from private to public relief funds, and the realization that both are needed. It has, in its second year, made measurable progress in basing its appeal on facts and interpretation rather than upon mere sentiment. What next? The 1932 campaign, with its broader point of view, can be likened to a good opening statement in court. Is social work going to rest on its opening statement, or may we expect it to carry the case through, with sufficient evidence, information and argument to insure public conviction?

Curtailment of permanent services is but the immediate result of continuous one-sided stress upon emergency relief for nearly three years. Of much greater consequence is the effect of this stress upon public attitudes. The first official diagnosis of the relief problem as "essentially local, to be met through local agencies and resources," signalized a deplorable reversion to the antiquated conception of social work as primarily the almsgiver. Here is the real rub. If social work is ever to resume progress where it left off in 1929, its popular interpreters must strive for a recapture of the finer social ideals that had begun to supplant old-fashioned ideas of charity in the public mind.

The Greeks—who seem to have had a word for everything —had this saying: "Cities were founded that men might live and continued that they might live well." The quarter-century preceding 1929 was a sort of golden age for the maturing of both words and works suggesting that America had caught and was seeking to realize this ancient ideal. There gradually took form, for one thing, a new philosophy of common responsibility for the social well-being of the community as a whole; and as this concept spread, the traditional understanding of charity began to evolve into something of infinitely greater breadth. Tradition had associated welfare work almost entirely with aid to the destitute, the incapable and the unsuccessful; now it became an obligation which the citizen voluntarily assumed in a desire to make up for inadequacies or inequalities in our form of social organization, and to aid in making community life achieve the utmost in physical stamina, mental stimulation and spiritual exhilaration for each individual participating in it. This trend was in no sense visionary: it had unmistakable practical justifications as people began to realize that a dram of opportunity was the element that made an ounce of prevention better than a pound of cure.

With the economic collapse there came a sudden arrest of progress in this kind of thinking. It was inevitable that ground should be lost, but the process was hastened by national policies that burdened the local community with full responsibility for a disaster that was manifestly nation-wide in scope. And when poverty to an extent never before experienced in America came in at the door, the new altruism flew out of the window. The community, with one hand in its private pocketbook and the other in its tax-till, was unable to keep the wolf from the door of its unemployed and at the same time maintain at a point of efficiency the good works it had established. Thus began the disorderly retreat of the American city from the advanced social standards it had set up as a goal.

AS SOCIAL agencies prepare for next steps in public re-education, there are several important considerations to be borne in mind. The first is that the work begun this fall by Mr. Baker should be continued without interruption—while social work is still in the news. If time is lost, competition with other phases of reconstruction will be deadly. The second is that, to be effective, this further task must be undertaken co-operatively. It is too much of a job for any one agency.

It would be a salutary exercise if the agencies—including some of the national organizations, as well as local units—were to realize that they are not entirely exempt from blame for their own plight. They have not been uniformly courageous in insisting that their normal programs are all the more necessary in abnormal times, or in resisting such criticisms as the one

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which classifies skilled professional service in social work as "extravagant overhead." By over-emphasizing some contribution they have been able to make to emergency relief, or otherwise attempting to "ride the relief bandwagon," they have obscured public understanding of the particular human needs and opportunities for specialized service that brought them into being. Some of the chests have erred in this direction, contrary to the policies of their own national association.

Many agencies would benefit at this time by a careful canvass of their own mental attitudes with regard to public interpretation. Some have practiced a kind of eclecticism, feeling that their aims and methodology are too abstruse for general comprehension. Such aloofness is not in tune with the times. It is surprising how much the people can understand if given a chance. At the other extreme there are executives and publicity directors who might be classified, in radio terminology, as "the Opportunist Boys"—and Girls—purveyors of ballyhoo designed merely to make a dollar grow where only a dime grew before. They are equally out of tune with the times.

Honest self-examination would also include the question, are we practicing what we preach? We ask the people to "see the social situation whole"—including us. Do we ourselves exemplify this complete grasp, seeing things in prespective and in proper proportion, or do we go on claiming that society will go to the dogs unless our particular recipe for social salvation is swallowed without wincing?

The challenge of the times calls for a new and more serious conception of popular interpretation. It must be seen as an integral part of the social-work job. Publicity in the ordinary propaganda sense will not do. Mere advertising and attention-getting strategy must play but a minor part in rebuilding public understanding of what modern social work is driving at. Interpretation of needs and activities becomes at this time a social obligation, not an extra-curricular activity separate and distinct from the program of service, and related only to the raising of ready cash.

Executives and publicity directors spend much time in conferences, discussion groups, round-tables and the like. This is all to the good. It is important that they should take counsel and decide what they want to say before trying to say it. But I should like to suggest that these amiable huddles over plates of ready-made chicken à la king will get nowhere unless they are accompanied by practical cooperative plans for getting sound ideas and information into actual circulation. It is only through continuous collective bargaining with public opinion, I am convinced, that modern social work can hope to cultivate public understanding of its essential philosophy.

Pensions for Social Workers

IT WORKS, the retirement and insurance system instituted by the New York Association for Improving the Condition of the Poor for its permanent employes. The Association knows it works because Alice C. Mayer, a veteran of thirty-five years' service, has just tried it, the first of a staff of 255 covered by its provision of security. The plan became effective about a year ago but the Association has been too busy to make any great fanfare about it. Just the same it marks an important advance in policy whereby a social agency practices what it preaches to business and industry.

The A. I. C. P. plan was born of two years' study by its board and its director, Bailey B. Burritt, with outstanding authorities in the insurance world. It was offered to the employes with the understanding that it would go into effect only if 75 percent of them subscribed to it. As a matter of fact 90 percent promptly accepted it and the plan became a system on November 1, 1931. All persons employed prior to that date could join; all employed after it must join. The system is administered by the Metropolitan Life Insurance Company, the Association thus avoiding contracts which, conceivably, it might not be able to carry out.

The A. I. C. P. system applies to all permanent employes, that is to those who have been on the payroll at least six months and whose salaries are an item in the regular budget. Sixty-five is taken as the normal retirement age. Employes contribute between 3 and 4 percent of their salaries for premium payments the remainder being contributed by the Association, in effect about a fifty-fifty division. The retirement income is approximately 2 percent of the average salary multiplied by the number of years that the employe has contributed. For instance a person joining the system at the age of thirty with his salary for the ensuing thirty-five years averaging $2000, would retire at the age of sixty-five with an annual income of $1400. Meantime he is protected by disability benefits and life insurance of approximately one year's salary to a maximum of $4800. The details of all these provisions have been carefully worked out to ensure a maximum of protection within sound actuarial principles.

The system is notable for the way in which it safeguards the interest of the employe who for any reason leaves its service before the normal retiring age. Such an employe is offered three options: 1, to withdraw in cash at least five sixths of his total contribution, that is all that has been invested in the annuity less the amount required for life insurance protection; 2, to leave his contribution with the Metropolitan and receive at the age of sixty-five a monthly life income as provided by his contributions up to the date of leaving the A. I. C. P.; 3, to continue contributions to the Metropolitan and receive at sixty-five the income provided by the total amount of his contributions. However if an employe with at least ten years' service wishes on leaving the A. I. C. P. to retain his annuity under either option 2 or 3 the income which he himself has purchased by his contributions during that ten years will, at the age of sixty-five, be augmented by 25 percent of that purchased for him during the same period by the A. I. C. P. contribution. This amount increases annually by 5 percent so that the employe who leaves after twenty-five years of service but who is still below retirement age will at sixty-five receive 100 percent of the income purchased by his own and the A. I. C. P. contributions.

The stumbling block in the way of effective retirement plans in old organizations usually lies in the accrued premiums for past services without which the best system yields only a meager income for persons with many years' service behind them. In the case of the A. I. C. P. these premiums involved a substantial lump expenditure which the Association itself could not make. A part of the difficulty was resolved by the generosity of a life-long friend who himself paid that part of the accrued premiums that would have been paid by the Association but not that part that would have been paid by the employes. To this the Association itself added certain minimum guarantees. The system is thus made retroactive to the extent of enabling every old employe to enjoy reasonable protection.

While many social agencies have discussed retirement plans for employes and the American Association of Social Workers has looked into the whole matter of group protection, the A. I. C. P. is among the first to put a plan into effective operation. Its details merit careful study by agencies and by individuals. A statement of the plan may be secured from the Association, 105 East 22 Street, New York.

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A Platform for Public Relief

By GERTRUDE SPRINGER

FORTY state legislatures will meet in 1933. Forty legislatures will find waiting at their respective state capitals the whole imperative business of unemployment relief involving new and complicated extensions of state responsibility and administration. There is no question of "if and when" in meeting the issue. Whether they like it or not, whether they even realize it or not, thirty-eight states have already assumed financial responsibility for state relief of unemployment distress. Thirty-five have borrowed federal funds from the Reconstruction Finance Corporation. Eight of the thirty-five have added to those funds by direct state appropriations. Three are administering relief with their own funds only.

The rapidity of change in state policy, the wholesale entry of states into the relief field *per se*, has thrown a searchlight on the lack of adequate machinery for the administration of relief and the lag in public understanding of standards of adequacy. The federal act makes no suggestion of administrative machinery for the funds it makes available to the states. Consequently the administration is different in each state, with even wider differences in results.

Governors and other public officials, feeling their way through new and uncharted responsibilities, have not been backward in seeking light and leading. The American Public Welfare Association, organized two years ago just in time to cope with the exigencies of the present situation, has been deluged with requests for counsel; likewise the Public Administration Clearing House with its fund of information and experience. Everyone apparently wants to do as well as he can, given his local setting; everyone is aware that mistakes are costly; everyone admits that the machinery now set up, the standards now accepted, may last a long time and that if not well conceived they may be a plague for years to come.

Because things have happened so fast these past five months since R. F. C. funds have been available, the American Public Welfare Association has been obliged to pass on to harassed officials the principles of relief and service standards which have been generally accepted by leaders in the social welfare field. But with forty legislative sessions just ahead, with the maintenance of standards in the face of declining revenues becoming more and more difficult, the Association and certain kindred organizations felt the need of the collective thought of persons widely experienced in governmental and relief administration. It needed in effect a platform from which it could say to legislatures and to the public generally: "This is the least that can safely and decently be done for the relief of citizens in distress. It represents long experience in the preservation of human values, and sound economies in administration and in the organization of resources. The details of its application must be conditioned by state laws, but in so far as its basic principles are compromised so will the standard of American life be compromised and the return to normal conditions of great masses of citizens be postponed."

To formulate such a comprehensive platform the American Public Welfare Association, the Public Administration Clearing House and the School of Social Service Administration of the University of Chicago called together in Chicago last month a group of some sixty persons to discuss the topic: The Maintenance of Welfare Standards. Here was represented the experience of private social work through three channels, the Family Welfare Association of America, the National Conference of Catholic Charities and the Bureau of Jewish Social Research; the experience of state emergency relief organizations such as those of New York and New Jersey; the experience of regular state departments of welfare, such as Pennsylvania, Massachusetts and North Carolina; the experience of special organizations for the handling of R. F. C. funds, such as West Virginia and Minnesota; the experience of local relief officials, such as those of Cook County, Illinois, and Cincinnati, Ohio. And pooled with all this was the experience of organizations closely related to the relief problems, such as the Association of Community Chests and Councils, the American Association of Social Workers, the National Federation of Settlements, the United States Children's Bureau, the American Red Cross, the American Municipal Association, the International City Managers' Association and the Municipal Finance Officers' Association.

The conference, hospitably housed in Judson Hall, the beautiful new dormitory of the University of Chicago, was simply organized. There were no formal speeches and no speaking at all at meal times. The group was small enough to permit free discussion, held sufficiently to the line by the adept chairman, Louis Brownlow of the Public Administration Clearing House.

IN LAYING the ground work for the discussion, Frank Bane, director of the American Public Welfare Association, summed up in six points the general philosophy by which he and his field staff have been guided in advising the public.

1. Relief of destitution is the primary responsibility of government.
2. There is no essential reason why a public agency should not do a competent and effective job in the welfare field.
3. Public funds should be administered by public agencies.
4. A reasonable proportion of all relief funds should be set aside for administrative purposes.
5. Effective and economical administration is impossible without competent experienced personnel.
6. States should set up simple new governmental departments or should develop or elaborate old ones for the supervision of the relief program whether participation is through their own or borrowed funds.

In the discussion of Mr. Bane's third point Edith Abbott, dean of the School of Social Service Administration of the University of Chicago, outlined the trend toward public responsibility for social welfare: "Unless the public agency is built up, public service will never be good. Under a system which subsidizes private agencies we have all grades of service, good, bad and indifferent, with no way of equalizing them and no means of achieving standards in service."

The major problems discussed in the five plenary sessions of the conference were grouped around three closely related subjects: Standards of Adequate Relief, Standards of Adequate Administration and Adequate Financial Resources, with a fourth, Adequate Provision for Homeless and Transients, cutting across all three.

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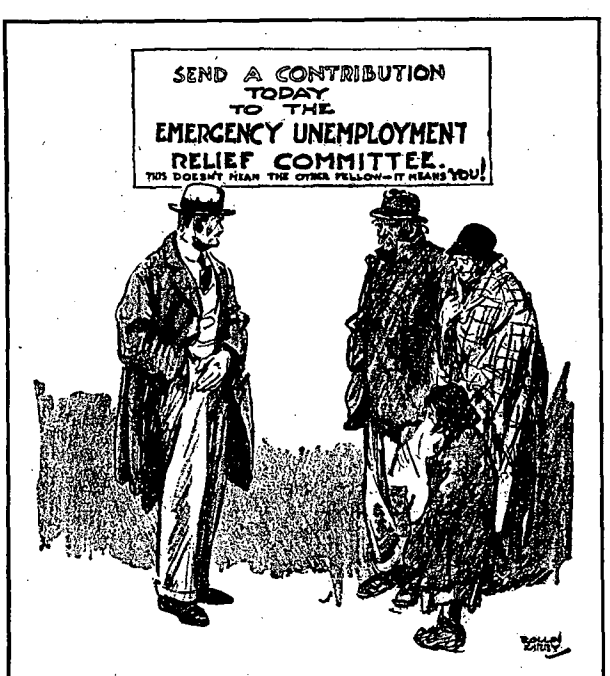
It was apparent from the testimony from all parts of the country that there is a steady down trend in the adequacy of food provision, with increasing routinization of service. The commissary method of distribution, occasionally good more often not and usually doubtful in its economies, is gaining ground in the public mind. Clothing supplies are exhausted though the Red Cross program, within its limitations, offers a hopeful prospect. The demoralizing rent policy of "evasion and eviction" is widespread. The problems of fuel, light and necessary household equipment, specifically stoves, are growing more acute. The provision of medical and dental care for the unemployed is occasional and uncertain with proposals for its extension finding small public favor.

Standards of administration of state relief vary with the degree to which state governmental structures were prepared for the overload. States with modern provisions for dealing with dependency, such as state departments of public welfare and county unit organization, are better off than those which must fall back on archaic poor laws to handle unemployment relief. New York and New Jersey, the first states to assume responsibility for unemployment relief with their own funds, set up temporary extra-governmental bodies for its administration though each had well organized welfare departments. Since federal funds have come into the picture there is a tendency to operate through regular existing governmental agencies—though there is as yet no sharp line between the forms of organization which a state uses for its own funds and those lent by the R. F. C. In smaller units, counties, cities and townships, there is no limit to the confusions created by overlapping and ineffective machinery. There are many instances however where state authorities finding local facilities bogged down are going over the heads of small officials and setting up citizens' committees. Many of these committees promise to develop into public bodies. There is growing evidence that work relief tends to undermine wage standards. Experience shows that only by state participation can relief be equalized and proper standards maintained. The immediate need is to develop state machinery for the administration of what each state has and what it can get.



Rollin Kirby in The New York World Telegram

Things may be bad with you but they're worse with others

The subject of adequate financial resources was opened by a brilliant extemporaneous address by Simon E. Leland, professor of economics at the University of Chicago, which entered the mazes of the tax structure and traced the successive breakdowns of local tax systems until the only source of adequate income now open to most municipalities is a direct share in state-collected taxes. With their constitutions limiting the taxing power of the states, the next logical recourse is to the taxing power of the federal government. The discussion assumed the ultimate acceptance by the federal government of direct responsibility for unemployment relief, but faced the practical necessity for immediate action by states. Lack of local funds is causing a general curtailment of essential services, a curtailment which, after lopping off all the "frills" of the educational system, is now closing the schoolhouses. The continuing transfer of the gas tax to relief raises questions of the industrial implications of present methods of financing relief. "There *is* money. What is lacking in practically all states is a system for getting it."

The whole question of the homeless and the transient, always difficult, is growing more complicated every day. Evidence is accumulating of the organization into groups of many hitherto entirely casual. "Hunger marches" with definite objectives of political action will undoubtedly be a considerable factor in the perplexities of the winter. The proportion of boys on the road is increasing, boys in large part from the better type of unemployed families. There is evidence here and there of a lessening in the rigidity with which communities deny help to the homeless wanderer. One state definitely uses federal funds for the assistance of "citizens of the United States." Some places have adopted logical residence as a basis rather than the letter of the legal settlement law. Railroad officials are reported as exercising leniency in dealing with their myriads of freight-train riders.

What Constitutes Adequacy?

TO FOUR committees were entrusted the formulation of reports to embody the consensus of opinion developed in the general discussion, the range of which has been only indicated here. The committees and their chairmen were: Standards of Adequate Relief, Mrs. I. Albert Liveright, secretary, Pennsylvania State Department of Welfare; Standards of Adequate Administration, Dr. Ellen Potter, New Jersey State Department of Institutions and Agencies; Adequate Financial Resources, the Rev. John O'Grady, National Conference of Catholic Charities; Provision for Transients and Non-Residents, Katherine Lenroot, United States Children's Bureau. The reports, after discussion and amendment, were adopted at the final session of the conference.

Mrs. Liveright's committee defined adequacy of relief as the maintenance of wholesome normal life, including health and morale, for families and unattached individuals. It urged the use of established standard minimum food budgets with special diets for special cases. It frowned on the commissary and favored food allowances in cash or in grocery orders supplemented with cash. Decent housing and the regular payment of rent with provision for light, water and fuel are imperative. Mass housing and the doubling up of families are condemned. "New clothing is a legitimate and necessary measure of relief." Adequate medical and dental services and supplies are urged and, in every case, the provision of some cash allowance to meet minor necessities of family life. "The present organization of relief is haphazard in character. Within the same state, frequently in the same community, there are great variations in standards of adequacy. . . . A na-

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tional basis of responsibility is needed which will accomplish a general adequacy of relief provisions in accordance with minimum approved standards of living."

Dr. Potter's committee on administration of relief prefaced its statement with a demand for "an adequate, coordinated and professionally staffed system of local, state and national employment agencies." It put the responsibility for the relief of destitution on government, federal, state and local, and called for an effective state administration unit for "the direction and supervision of all state or federal funds appropriated or borrowed for relief purposes." Appropriation of funds to local units should be on a basis of need. For most states the county is recommended as the smallest practical unit for administration. "Public funds should be administered *only* by duly established and properly organized public agencies." Definite allocation of funds for administrative purposes is necessary, as well as the use of properly qualified personnel.

Father O'Grady's committee on adequate financial resources likewise stressed the doctrine that "unemployment relief is a fundamental government responsibility." It outlined the predicament of local units, including states, in their limited taxing power, but concluded that "there is probably no state in the union that cannot assume some share of the financial responsibility for unemployment relief." This however is insufficient and "we must look to Congress for larger appropriations" and the assumption of "direct responsibility. . . . The federal government must assume the leadership in dealing with unemployment."

Miss Lenroot's committee on transients and non-residents presented a comprehensive discussion of the whole problem. It recommended the development of increased community services both for prevention and treatment and the reinforcement of local efforts by state and national agencies especially in reference to the redistribution of surplus labor and the review and revision of settlement legislation and policies. The problem of the transient is by its nature the problem of the nation and must be treated by a coordination of local, state and national responsibility. The transient should be treated in the community in which he is found. The state must provide statewide policies and must participate in planning, executing and financing local programs. The federal government must assume primary responsibility for the whole problem in accordance with general policies of unemployment relief and "direct responsibility for financing on a grant and not a loan basis when state or local responsibility cannot be allocated."

A Forthright Stand

THE four reports, the full text of which may be secured from the office of the American Public Welfare Association, 850 East 58 Street, Chicago, constitute an expression of the determination of the leaders in social welfare to stand by their guns and not to be routed by panic and defeatism. To occasional individuals one or two planks of the platform, notably some of those on adequacy of relief, seemed under existing conditions more ideal than practical, but the group as a whole plainly felt that in the multiplying confusions of the present situation nothing less than a forthright stand, a bold declaration of principles, would serve the purpose of clarifying public thinking and fortifying leadership.

"The worst of all situations," says Louis Brownlow in his foreword to the four reports, "is that in which confusion of thought and action defeats good purposes and misapplies or ignores available resources. The results of this conference will, it is hoped, serve in substantial measure to point to orderly action and to concerted planning in dealing with this national emergency."

Organized Swap and Dicker

The Dayton Production Units Substitute a Producing-Using for an Earning-Buying Pattern

By ELIZABETH NUTTING

Secretary Character-Building Division, Council of Social Agencies, Dayton, Ohio

APRIL 25: It may hurt but we must do some hard thinking. Here is our community with a growing surplus of cash registers, frigidaires, and pumps, along with unemployment, starvation, dependence, idleness, class hatred, fear, insanity and suicide. To lie down and die of want in China may be logical; in Dayton it is idiotic. But that is just what some of us are going to do unless we can find more ways of getting food, clothing, shelter, and work. What to do?

May 7: The special committee of the Character Building Division met tonight. It met and met. Praises be the chairman is a trained and experienced discussion leader and we tackled the problem squarely: We of Dayton are without many of the things we must have to live; how can we get them? In the past when we have needed something our natural question has been, "How can I get the money to buy it?" That's out now. One can't get money without employment, and one can't get employment as things stand. Might we substitute the question, "How can I produce it?" or, more practical still, "How could we produce it?" Suppose forty or fifty families, the kind who don't want charity and do want work, should combine on this basis. They would have to list their needs frankly and systematically, find out what skills and resources were represented in the group for the actual processes of production, and consider how they could barter labor for raw material, machinery and the commodities they couldn't make themselves. They could also barter for professional skills. (We got more and more excited as the idea "took.") They could barter with the farmers for both labor and finished products; work-shirts and women's clothing, for instance.

The committee adjourned at 11:30 P.M., not convinced but all for trying, with a group of people who were game to experiment, to substitute a producing-using for an earning-buying pattern. We still don't know just where we can barter for yard goods, or how rents and taxes can be taken care of. Also, we don't know where to find the experimental group. We would like it to be pretty intelligent, not too down and out, with ideals, if possible. We are sure some provision should be made for those who cannot support themselves under the present system and who do not want to take charity. I now retire full of questions and interest.

May 19: The secretary of the Council of Social Agencies has an idea about the barter for raw materials. He suggested that the head of the city welfare department let our group requisition raw materials through the city relief store, add our

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labor, turn back as much of the finished product as would equal the value of the raw material, and keep the balance. No charity for the group members; no drain on the relief store, because eight work-shirts all made up are worth as much to them as the material for twelve. We consulted the welfare officials and they agreed. Our group can turn in the whole dozen work-shirts if they want to and take the balance of what is coming to them in food or lumber or whatever they need the most. With that elasticity in the arrangement we ought to be able to get going.

May 24: The Character Building Division met tonight. The chairman outlined our proposed experiment; we reviewed Borsodi's most enlightening book, This Ugly Civilization, which certainly encourages the idea of domestic and neighborhood production; and the Division voted to foster the Grand Experiment. It has a name, by the way: any group combining for the purpose of supplementing or substituting producing-using for earning-buying activities shall henceforth be known as a Production Unit. Now we have a plan and a name and some auspices. All we need is the group! Of course this is educationally reprehensible. The group should make its own plans. But you can't use 100 percent democratic methods when the house is on fire—and then, too, there is certainly plenty of planning left for them to do. If our few preliminary ideas "take," they will probably spend the rest of their lives planning —and carrying out the plans.

June 12: Our kingdom for a group! We have suggested our idea to several groups of unemployed, who certainly need a change of some sort, but who aren't ready to admit it. They do not see that this is not a charity proposition. It begins to dawn on us that as radical a departure as this both intrigues and scares people—but it scares them more than it intrigues them! When I think what may come to the group that shares!

July 2: Eureka! Our Group! Out in "Tin Town." Nothing to lose is right. Uneducated, unskilled Negroes. Only one man in the neighborhood has a job and most of them have been on the Family Welfare for lo, these many years. We met in a little one-room mission church, "we" consisting of six men, fifteen women and an indefinite number of small children. It was hard to tell what they were thinking, but two things were clear: they were tired of charity and anxious to have food and clothes. So they voted to become a production unit. If we have any sound educational principles, we should prepare to use them now!

July 5: We have met again—the Tin Town unit. We decided we had better not indulge in any vague generalizations, so we took concrete symbols of production—and reproduction —with us. To be exact, we had some yard-goods, some wheat, a hand grist mill, some grease for making soap, and a pair of rabbits. The meeting opened as every meeting does in the mission, with a hymn and prayer. The hymn was about ivory palaces. Then we brought forth our wares and five minutes later the yard-goods was decorating the pulpit, the rabbits were running gaily around the room, the grist mill was clamped on the table, and the chairman and I were grinding wheat, thereby unwittingly proving to some members of the congregation that the millennium was at hand—two women grinding at a mill. We are still wondering which will be taken and which left. But our "concrete approach" worked, and the people signed on the dotted line. Tomorrow the members of the Youth Inter-Race group will take our carefully prepared questionnaires around to the membership, and soon we shall know what our food-clothing-shelter needs are, and will have a definite basis for plans. In a few days the group will have a meeting for members only, elect the general manager and executive committee, and decide which lines of production they should start with. I don't know why in the world we think anything will come of this. But at least we have the rabbits. And Tin Town's growing self-respect is reflected in the choice of a new name—"Home View."

July 9: To think we ever worried about getting an experimental group! They are clamoring at our doors! And we did want to get one really going before starting others! Tonight we met a group in a poverty-stricken rooming district in East Dayton. This is another case of nothing to lose. I am afraid it is also a case of nothing to work with. Certainly that group of hopeless, bewildered men and women are not just the people one would choose to usher in the new day.

"Tin Town" has registered and filled out the blanks. They need everything. The Family Welfare has been putting nearly a thousand a month into this small neighborhood. If this group succeeds it will certainly be doing something to relieve the taxpayers, if nothing else.

July 12: We have collected a couple of machines at East Dayton and the women have started to sew. In Home View this morning was the time set for the men to start gardening operations in a vacant field nearby; the acid test of a chance to work was to be applied. Would they or wouldn't they? They would. At 7 o'clock they marched to the field fifty strong and a good day's work was enjoyed by all.

This is the birthday of another unit. North Dayton has organized. We found not a small workable group but a large mass meeting waiting for us. They asked us to explain the proposition. We did what we could. Then a communist leader arose and inquired how anybody could start a good revolution with this kind of thing going on. We didn't know. So he and his radical friends marched out. Whereupon the right wing felt that such as these should be dealt with and followed them. Vehement sounds on the front steps. Sixteen of us continued the meeting inside. Later the right wing returned and North Dayton decided to become a unit.

July 15: A new unit formed at Belmont—skilled artisans and former home owners. Most promising. Includes a number of socialists.

August 1: The era of talking is over. Swift action is now in order. The Edgemont and West Side units are organized, so six units are going full blast, sewing, canning, gardening, making rabbit hutches, and raising rabbits (one doe got nervous and ate her family) and making soap, comforters, brooms, mending shoes, bartering labor and setting up bookkeeping systems. East Dayton has fixed up an old bakery, is getting flour through the city store, turning back a thousand loaves of bread a day in payment for the flour and also in exchange for other kinds of food, as well as supplying unit members with all the bread they can use. Belmont is starting a building to be made out of discarded wooden paving blocks and other materials from the city storeyard which building the architect figures will be worth some $25,000 when finished. This building was a necessity since no suitable one could be found in the neighborhood.

Most units have found a re-election of officers advisable, their second choices always being stronger leaders than their first. Dances and other free recreational activities are growing more and more frequent. Each unit meets once a week with executive and production committee meetings between times. We are able to attend these meetings only occasionally but are always made welcome and never fail to find fifty-seven varieties of excitement. If anyone proves ineffective on his job—off with his head! We are trying to keep ours.

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August 14: Today we have been considering a shoe factory. We find that we can get the raw material for 71 cents a pair and trade them in for $1.65. We can also barter with out-of-town concerns—shoes for Columbia Conserve products for instance. And last but not least, the members of all our units will have shoes to wear, since this is to be an all-unit project. The superintendent of the Zenia shoe factory is helping us plan our layout. We can get the second-hand machinery for $450, that amount being loaned by an interested citizen, and we have people who can make the shoes. The output of the factory can run up to four hundred pairs of shoes a day. It will be housed in the Belmont building.

September 6: We now know ourselves as the Dayton Association of Production Units and this morning the Unit Council met for the first time. It is made up of two regularly elected delegates from each unit, and its function is to determine the collective policies of the units. We hope these council members will prove to be the Mary Follett type of representatives. Our bookkeeping system was reviewed and explained, the securing of dairy machinery and the barter for and distribution of milk discussed, and it was decided to make the shoe factory a project of the Unit Council rather than of any one unit. The cutting and hauling of wood, day nurseries, rabbits, and publicity material were also discussed. Because of the large accumulation of questions to be acted upon the Council will meet from ten to twelve every morning this week, and after that at least once a week.

September 9: The most difficult question of rents was up for discussion in the Unit Council this morning. We begin to feel that unit members must take collective responsibility for unit rents. Landlords can then be presented with a bill of fare as it were, where all the commodities and skills of the unit would be listed and asked to check what they can use up to the value of the rent due them. Of course they would not always get that much, but they would get very much more this way than by dealing with individual tenants.

A weekly news sheet to keep the units posted as to what the others are doing is being planned, and also a brass band of a hundred pieces. The Council would like to give a concert to raise money for the community chest campaign, the motion to do this having been made by an I. W. W. leader.

September 10: Powers Hapgood put in a full day here, meeting the Unit Council for lunch, the Character Building Division for dinner, and speaking at an all-unit open forum in the evening. The difficult question as to the basis for the distribution of goods was up. Should it be earning capacity or need? The former would be hard on the widow with ten children, while the latter puts a heavy strain on the idealism of the husky bachelor. Mr. Hapgood strongly advised us to distribute on the basis of need and told us about the working of the Columbia "needs committee." The Council decided to operate on that basis. Mr. Hapgood stressed the fact that under the Dayton plan the activities of the unemployed are much more closely related to, and friendly with, the established social agencies than is the case in other cities. Is this good or bad? It certainly tends to steady things and does not stress class consciousness.

October 7: We are trying to clarify our relationships with the Family Welfare and the Unemployment Relief Bureau. As soon as possible, unit members will take themselves entirely off relief. In the present transition stage people who are working toward independence and increasingly managing their own affairs find it hard to be patient with the necessary restrictions of relief work. With this opportunity to become coherent, rumblings which have not previously come to the surface are finding forcible expression. Numerous and often very intelligent inquiries are being made regarding the principles of case work. Welfare visitors are being invited to sit in on unit executive committees, their cooperation is much appreciated, and we hope the units will become centers of understanding and intelligent cooperation which will repay the relief agencies for their patience and help at the present time.

Women's work and Youth Councils have also been formed, also with two representatives from each unit, and are filling a very important place in the development of the movement.

October 19: One summarizes in a discussion—why not in a diary? We are not yet four months old, and are seven units strong. Almost all the units have long waiting lists, and new groups are asking admission faster than we can assimilate them. Lazy members are easily replaced. We do have lazy members and those on the waiting lists do not always wait peacefully. Complete variety of production for each unit is becoming more and more of a reality and barter between the units is growing. There is always a tendency toward dangerous competition between units, but loyalty to the movement as a whole is winning out. We are trying to achieve real democracy and keep our educational methods sound—for what is this if not a most interesting experiment in the field of adult education? In these few weeks we have seen indifference turn to interest, and dull conformity to resourcefulness. Unsolved problems? Yes. Misunderstandings and difficult adjustments? Yes again. What training have we ever had in real cooperation? But we also have here more than a temporary bread-and-butter expedient. The various units are negotiating for tracts of unused land, planning to plow this fall, start raising stock this winter, and plant crops and build homes in the spring,—out where small neighborhood industries can be combined with agriculture. Sometimes we even discuss the small city states of Greece where personalities as well as things had a chance to develop.

The $4938.97 worth of finished products have been produced with an investment of $2644.09 for raw materials and equipment, giving a return for labor of $2294.88 of goods distributed fifteen members. $2305.97 worth of commodities have been returned to the City Store to pay for the raw materials. We are solvent and the community is gaining confidence in our ability to pay our debts as we go.

November 15: We gain momentum. North Dayton is bartering for felt from eight paper mills; washing, dyeing, and making it into blankets, rugs, coats, skirts, suits and knickers; are having a two-hundred-acre field plowed for next summer's gardening; and provided by the City; . . . East Dayton has moved into a larger bakery, acquired sixty pigs through barter, cut a hundred and fifty cords of firewood and set up equipment for mending shoes; and secured a Ford sedan for five cords of wood. The Belmont building will be ready for the shoe factory next week, a heating plant having been secured from Antioch College in return for labor.

This week-end delegates are being sent to Chicago to the conference of representatives from Unemployed Councils; plans for a nightschool for unit members are under way; and East Dayton is planning a Thanksgiving Eve supper for all their members to which we are lucky enough to be invited.

The D. A. P. U. has decided to add "cooperative" to its name, becoming The Dayton Association of Cooperative Production Units. Together we stand; together we go. And where?

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Federating the Leagues of Cities

By CHARLES S. ASCHER
Public Administration Clearing House

THERE is nothing which feeds the sense of superiority so much as to be able to say, "I can remember the time when. . . ." I have an idea that those who attended the annual meeting of the American Municipal Association in Chicago on November 10–12 will be able, twenty years from now, to indulge freely in the pleasurable formula, "Others paid no attention to it, but I said, even in those days. . . ."

Not that the Association is new, or that a generation of foundation work has not been necessary. But 1932 marked two milestones which may really foretell a new era in the work of the Association. For the first time the Association had a full-time secretariat. For the first time the federal government has come into official relations with cities.

The name of the Association is not informative. It is in fact the Federation of State Leagues of Municipalities, twenty of them. (There are five or six less active state leagues not yet affiliated; there are new leagues being formed at the moment in other states.) And these leagues, be it noted, are leagues of *cities*, over five thousand of them. Membership is by municipality, not by office-holder; and dues are, by state statutes, payable out of public tax moneys.

The Association is, then, the spokesman for our American municipalities, large and small, and thereby spokesman for the needs of half our population. And, as Mayor Hoan of Milwaukee reminded the meeting, it is the city government which most intimately concerns itself with the basic activities of the people, which twenty-four hours a day guards the food they eat, the air they breathe, the water they drink.

When, therefore, other agencies undertake to deal with problems involving the welfare of city-zens, they can hardly hope for the most successful results unless they listen to the experience of those most intimately concerned—city officials. Here is the outstanding opportunity today of the state municipal league, and of the American Municipal Association.

The exciting part of the report of Paul V. Betters, executive secretary of the Association, to the recent meeting was the recital of episodes showing that this profoundly important turn of affairs is coming to pass.

Noteworthy was the recent statement of the Reconstruction Finance Corporation, soliciting the aid of the Association in bringing before the R. F. C. applications of cities for self-liquidating loans. So many small communities have been rather overwhelmed by what seem to them the complexities of procedure, so many have not understood clearly what the R. F. C. considers a self-liquidating proposal. Here then is the cities' own agency, equipped to interpret the Reconstruction Act and to help them present applications, each perhaps small, yet in the aggregate piling up hours of work throughout the country.

Equally noteworthy is the rôle which the cities' own organizations are playing in the administration of federal relief funds. In state after state, the league of municipalities is being called on to aid in this problem. In Kansas the league secretary is secretary of the governor's relief committee; in Minnesota, the league secretary is the director of relief. In Virginia, Florida, Wisconsin, Kentucky, North Dakota, the leagues are the agencies which are compiling the statistics of needs, which are representing the cities in applications before the Reconstruction Finance Corporation.

In New Jersey the committee appointed by the legislature to consider ways and means consists of legislators and league officials.

The rôle of the American Municipal Association was illustrated dramatically in one recent instance. Within twenty-four hours after his appointment as one of the state relief administration, the secretary of one of the leagues had brought his fellow members to Chicago. There followed two days of almost continuous session. The Association's files showed the best practices in relief organization worked out in other states; the executive secretary was able to call into consultation the directors of the American Public Welfare Association and the Municipal Finance Officers' Association, whose offices are but a step away. The result: within three days relief administration in that state was set to go, with forms and plans of local organization ready to operate within a week.

IN SHORT, we see here the beginning of a practice which has operated so powerfully abroad. Dr. Herman Finer, of the London School of Economics and Political Science, told the meeting how, for many years, no Parliamentary committee has even considered legislation affecting cities without having before it memoranda from the equivalent British organizations, memoranda which are treated with respect and which are enough to defeat a proposal if the representatives of the cities deem it unsound. The German Staedtetag, the Parliament of Cities, occupies a similar commanding position.

We may remember too that in France, M. Herriot, while he may from time to time be premier, is equally well known as president of the Union of Cities, the spokesman of French mayors.

These groups are important abroad because of the close direct contacts between local and central governments. It is the increase in those relationships which calls for a similar strong organization in the United States. We are facing a growing drift toward the re-allocation of functions of government here. As we turn from the general property tax (recognized by all students as hopelessly antiquated) to income and other taxes collected by the state and national governments, the problem of the redistribution of those taxes among localities and of control over their expenditure is bringing about just that close working together of general and local governments.

The American Municipal Association,—the federation of leagues of cities,—will be an increasingly important aid to the successful solution of these problems. Readers of The Survey will do well to watch its progress.

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Lady Astor Says

The First Lady of Virginia Opens the Community Fund Campaign in Richmond

WE ARE here tonight about two matters: the Community Fund; and unemployment. You can't think of unemployment any longer as a local question. It is not local, it is not national; it is an international question. America was and is the richest and the most prosperous country in the world. But America has had to learn what every other country has had to learn—that you can't be prosperous alone.

I am perfectly certain that it is political blindness in all nations that has made the world what it is today. I don't pretend to be a good economist but I am perfectly certain that people didn't realize that when America, that had been a debtor nation, became the greatest creditor nation of the world she had to import more than she exported. Before the war England, the great creditor nation, had to import more than she exported.

After becoming the greatest creditor nation of the world, America said quite rightly, "Europe must pay her debts." I don't blame her. She said to Europe, "You must pay," and Europe said, "We will pay our debts; we will send you goods." America put the tariff up and said, "Send your gold." America got the gold—and she got all that was coming to her. I am not blaming her, but I am saying it has all been crass stupidity and I do pray God that this new administration will look at things not from a party point of view, not from a national point of view, but from an international point of view and from a world-wide point of view.

As far as we are all concerned, the most important thing before the world today is peace. Without peace we will never get prosperity. It is the big armament people that we have got to watch. If we don't, we will have another war, and Heaven knows what will then become of humanity. We are here tonight because of the consequences of the greatest war the world has ever known.

You may say, what has that got to do with the Community Chest. It has everything to do with the Community Chest, because it is because of that war, the blindness of nations that we are in the mess we are now.

There are only two kinds of government before the world, that is capitalism and socialism. The logical consequence of socialism is communism, but you have got to live under either a capitalistic system or a communistic system. I believe in the capitalistic system because I don't believe that men are born economically equal. Even parents can't guarantee the quality of their children. If they can't, what can governments do? I remember during the last election at Plymouth, a woman yelled out to me, "My child is as good as yours." I said, "Certainly Madam, but which one? I have so many and they differ so."

I don't believe communism can work unless it is based on the fatherhood of God and the brotherhood of man. I am sure that when we get to be better Christians we can live under any system, but until we do, I think it is base hypocrisy to talk about complete equality of man. It is not true and you will get into a terrible mess if you assume it to be so. Unless the capitalistic system can improve itself and settle some of these appalling problems that we have had with us, I am perfectly certain that before twenty-five years, we will have another kind of system. That is why I want to see the capitalistic system improve.

Do you realize that in England we have had a critical unemployed problem since 1920? We now have three million men out of work—and England is about the size of Texas. We have found in one of the most highly industrialized countries in the world that we have to have some sort of unemployment insurance. Don't get it mixed up with the dole. Believe me by reading some of the English papers you would think that all America was comprised of bootleggers and kidnappers and from some of the American papers you would think that England is comprised of people living on the dole. One representation is as wrong as the other.

We have what you call unemployment insurance. In the organized industries a man or woman paid toward this insurance ten pence a week, the state paid ten pence and the employer ten pence. If a person gets out of work, he has a right to draw his unemployment benefits for six months. By that time his co-contributors had given all they could. Then if he wants to draw more, he has to go before a public sustenance committee and go through a means test.

Mark you this, that unemployment insurance was never a dole. Some people tried to degenerate it. It was abused a little. The problem got so enormous that the state had to put great sums into it. But the system was a perfect God-send and instead of taking away from the respect of men it added to it. If you think it was demoralizing, I wish you had fought the last election the way I had to. We had men who had been years out of work. We would go to the labor bureaus and find a thousand waiting for one job. We had to tell them that we couldn't promise them anything better than they were getting, we had to tell them they would probably get less than they were getting. They voted to a man. That doesn't look like a demoralized people.

WE HAVE found there is no good giving reckless charity. It does more harm than good. The physical wants of these men and women out of work are heavy enough but it is spiritual and moral help they need most. There is nothing more disheartening to men and women who want to work than the inability to get a job.

You know money is a very, very curious thing. Some of the most miserable people I have ever known in my life have had a great deal of money and some of the most miserable people I have ever known have had none. There is really no truth in money. The only joy in life is the joy of giving and that is why I like social workers. They are cheerful. They really want to give to the community and they give the very best they have. You hardly ever see a depressed social worker these days but you see a lot of depressed millionaires.

I am perfectly certain that we here in Virginia are going to raise an enormous amount for that Community Chest. I know that we are going to do some forward thinking and not just stop when the economic blizzard is over. When you think of it, the men who mean the most in Virginia have never been the men who cared about money. The men who have given us a vision of what Christian men can be, have not only helped Virginia but have helped the whole world.

I beg of you tonight, let your imaginations go out and don't

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think private charity is enough. What we want is constructive charity. All of you come in, give what you can, and above all, remember that in helping others you are really helping yourself.

Before I sit down, I must say I do congratulate you on having faced your problems so well up to now. I am perfectly certain the reason Virginia is not suffering more in the economic blizzard is because there is a family feeling in Virginia. Many people won't discharge their employes because they know they have nowhere to go. That is what I call a family feeling. Keep them as long as you can because I know by keeping them you are not only helping them, you are helping yourself.

The Youth of 1932

By PAUL L. BENJAMIN
Executive Secretary, Buffalo Council of Social Agencies

THE story told by one of the speakers at the Conference on Social Planning for Youth held November 11–12 in Buffalo, typifies perhaps the spirit of this unusual series of meetings. Twelve-year-old Denny and his younger sister were coming from church. The minister had preached on hell-fire and brimstone.

"Denny," asked his sister, "do you believe in the devil?"

"Nah," replied Denny. "It's like Santa Claus; it's your father."

The spirit of scepticism, the tenacious desire to get at the facts, the use of new discussion techniques breaking precedent with stodgy conference methods, the search for truth, were characteristic of the sessions. If it were just another conference held in a local community, it would be worth only a brief mention. But it was the flavor of the thing, the outpouring of citizens from all walks of life, the number of experts from far and near who came to participate, the quality of the addresses, the give and take of the "discussion panels" held after each session, which gave the meetings distinction. It was a kind of folk movement, with Youth playing the Pied Piper. A committee of which Mrs. Chauncey J. Hamlin was chairman, representing the following organizations, sponsored the conference: the Erie County League of Women Voters, University of Buffalo, State Teachers College, Department of Education of Buffalo, Council of Social Agencies, Buffalo Foundation, Children's Court and the Junior League.

Probably the rallying cry of the conference was the ringing challenge of David C. Adie, the new commissioner of social welfare of New York State, who declared that "the biggest problem faced by society this winter is to see that the children do not have to pay the price of depression." Constant changes were rung upon this note. The blunt statement by one speaker that the present generation has pretty badly boggled things and that matters might well be left in the hands of the oncoming generation, was roundly applauded.

A great deal of consideration was given to the problem of the youthful offender and what to do about him. The conference was shocked by the statement of Walter N. Thayer, Jr., commissioner of the New York State Department of Corrections, that the prevailing age of inmates of the penitentiaries of the state is twenty-three years and that the men who will inhabit the cells in 1942 are attending grade schools now. He stressed the youthfulness of the criminal and the necessity of combating criminal tendencies very young. Frederick A. Moran, executive director of the New York State Division on Parole, pointed out that the beginnings of anti-social behavior can be detected as early as the third and fourth grades. He was of the opinion that a child needs to have "status," a sense of belonging, of being a person in his own right. It is amazing, he said, how few delinquent boys do things as other boys do them.

Henrietta Additon, deputy police commissioner of New York City, outlined a concrete procedure to meet the problem of delinquency in the discussion of the Crime Prevention Bureau. She too emphasized the fact that if crime is to be stopped juvenile delinquency must first be prevented. Politics, she asserts, has no place in the picture. She urged the importance of recreational and character-building agencies as necessary allies in the war on delinquency. She cited some of the activities of her department in this direction, such as a baseball program which attracted thousands of children to the Polo Grounds for the deciding game. "Crime prevention," she stated, "whether it is done by the police or the social agencies, is an economy measure. The cost of crime is tremendous. We are spending millions and millions of dollars on it."

THIS great cost of crime and the myopia of a society which pours out money for the incarceration of men and a niggardly sum for prevention was driven home like the thrust of a dirk by George W. Wickersham. With tremendous earnestness, Mr. Wickersham reiterated that thought, and in words which were reminiscent of one of the poetic passages in the speech of President Hoover at the White House Conference, he spoke of the need of the child for adventure and play and wings for his imagination. He stated: "If these children had the opportunity they would be led upward by hero-worship to higher things. If we expended one half of the money spent to deal with criminals, on playgrounds, with facilities for the normal expansion of these little lives, we wouldn't have one half as many people go into prison. Only lately have we laid emphasis on prevention."

Mr. Wickersham was also severe in his condemnation of officials for their shameless handling of the immigrant. We have the spectacle, he asserted, of officers sworn to uphold the law, violating it. Indeed, he declared, any procedure was declared proper in getting an alien out of the country.

Discussion of delinquency repeatedly led the speakers to stress the implications of poverty and low wages as accessories to crime. Mr. Adie, for example, trenchantly pled for the establishment of a new order of things as the world convalesces from the depression rather than an attempt to carry on in the ramshackle cart of an out-moded system. Miss Additon believed that "the education of parents and the elimination of poverty would remove two of the most potent causes of crime." The discussion panel at the opening session came to the conclusion that poverty was an important causative factor in delinquency and crime.

At the conclusion of the conference a resolution was adopted for a continuing committee to be comprised of persons chosen pointly by the Conference Committee and the Council of Social Agencies.

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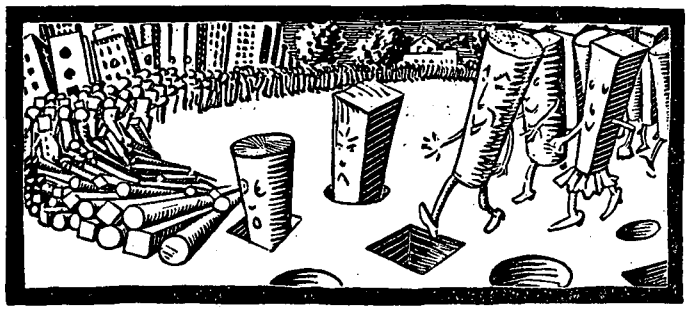

SOCIAL PRACTICE

Depression Casualty

PHILADELPHIA social workers count as a major casualty of the depression the loss of the Legal Aid Bureau, a municipal service with a trained staff, recently closed for lack of funds. Just what this means at the present moment is indicated by the fact that during the first nine months of this year the bureau recovered $49,114 for 17,174 clients of whom 12,438 were unemployed and all of whom were unable to pay for legal services. And this was only one part of its service to the community. The Philadelphia Council of the American Legion, representing fifty-four posts, is leading a vigorous fight to get the Bureau back in the budget. It points out that the Bureau was the only resource for legal assistance for one out of every thirty-five of the citizens and that "the subject matter of the cases presented by the applicants ran the gamut of human problems."

Christmas Common Sense

THE indomitable group of St. Paul volunteers led by Mrs. Leo E. Owens who, in the last year or two has brought order to Christmas generosity in that city and steered its expression in line with the work of the social agencies, has again set up shop with every indication of wide public participation in its efforts.

Last holiday season special contributions to the Christmas Bureau amounted to $11,481 of which $8606 represented gifts in kind. Two citizens came forward with provender worth $2672 which supplied Christmas dinners for 1500 families and last-minute provisions for 375 more. Churches and other organizations contributed 2149 additional dinners all applicants for which were cleared through the Bureau. Used toys, numbering some 15,500, reconditioned by city firemen in their odd time, were conservatively valued at $5000.

The Bureau is again using the merchandise coupon so successful last year that several other cities have picked up the idea. With their November bills the merchants, who are enthusiastic in their cooperation, enclosed a slip stating that the store would credit the Christmas Bureau with any sum designated by the customer signing the attached coupon, the sum to be charged of course to the customer's account. Each merchant who participated added 10 percent to the total of his returned coupons as his contribution to the Bureau. In this way a substantial amount was secured for new clothing and household supplies. The scheme had the added merit of making it possible for the clients to do their own shopping within the order allotted to them by the Bureau.

Training Cut to Fit

RELIEF agencies in Elmira, N. Y., are pluming themselves on their forethought in having fortified their staffs with intensive training in advance of the long pull of the winter. Elmira, like most cities, had recruited a good many willing but inexperienced workers. The local press was challenging the necessity for paid workers to hand out grocery orders. To prepare for a more discriminating job this winter the Community Chest and the relief organizations, public and private, cheered on by the regional director of the State Emergency Relief Administration, arranged in the late summer a six weeks' extension course in case work of professional level with Elsie Voorhis Jones, assistant professor of case work at the School of Social Administration of Ohio University, as instructor. The class of twenty-six met every morning for six weeks from eight o'clock to ten before beginning the day's work. Those from city and county departments had to make up time lost from the job. The whole course was closely geared into the experience of the group and fitted to the special needs of the community. The training plan also included a course of twelve lectures for volunteers handpicked for their background and capacity.

The Elmira experiment had such immediate and practical results for the workers and in the community that it raises, Miss Jones believes, real questions for schools of social work:

Do not the schools now have an opportunity and responsibility to relate their teaching more intimately to the thinking of those in communities who hold the purse-strings and determine policies, particularly in a time like this when numbers of untrained people are being added to the paid staff? Why should not the school offer more summer courses to people on the job? In fact, why should not the schools go to the communities through extension courses run all the year 'round?

Federations' Common Purposes

PRESSURE of the times has brought forth a new organization, the National Council of Jewish Federations and Welfare Funds, the potential usefulness of which has long been foreseen by thoughtful Jewish leaders. Representatives, lay and professional, from federations and funds in nineteen cities came together in Cleveland recently and effected an organization which will afford a common ground for considering present problems and a common front for the future. The purpose of the new Council, says its constitution, is "to develop standards and principles of effective community organization and inter-community relationships in extra-local activities." Between meetings of its General Assembly, made up of at least two representatives of each member agency one of whom must be a member of its governing board, the Council will function through an executive committee of twenty-one. The first committee numbers twelve lay and nine professional workers. Officers are: President, William J. Shroder, Cincinnati; vice-presidents, Edward M. Baker, Cleveland and Solomon Lowenstein, New York; secretary, Irvin Bettman, St. Louis; treasurer, Eugene Warner, Buffalo; executive director (part-time) George W. Rabinoff, New York.

The Council through sub-committees has embarked on the study of four urgent and fundamental problems, reports on which will, it is hoped, be ready in February. They are:

The problems of raising funds for Jewish social work, budgeting Jewish activities and federation relationships to community chests, united funds, etc.

The program of Jewish social work in view of the extension of public welfare activities.

The relationships of Jewish cultural and educational activities to the general programs of Jewish federations.

The responsibility of Jewish federations for the financing of national and international Jewish organizations.

Students Count the Cost

AFTER averaging the expense accounts of thirty-three students and joint fellows, accounts meticulously kept over a period of months, the New York School of Social Work and the Charity Organization Society have concluded that, tuition aside, a student can get-by in New York for the essentials of room, meals, carfare and health care on $60 to $70 a month. By adding in the item of clothing where expenditures vary widely, the item of advancement under which budgeteers blithely lump recreation, gifts, reading matter and what-not, and the imponderable and convenient item of miscellaneous, the average expenditure is raised to $95.44 a month. To this the student must of course add his tuition fee.

The most expensive style of student living is in clubs where a room and two meals a day sets back the budget $58 a month. The cheapest is in furnished rooms with cooking privileges which after all costs only $11.89 less. Students who can afford to do so choose a club for its obvious advantages of comfort, companionship and

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recreational opportunities. Between these two extremes are the cost of living in settlements, in apartments shared with others and in furnished rooms with all meals taken in restaurants. There are enough students living in all these ways to give significance to the average cost figures.

Lunch money averaged for the group $9.12 a month, carfare $3.43 and health care $2.20. Clothing and such items as recreation and books are too dependent on the personal equation to make the record very conclusive. Some students for instance depend almost entirely on libraries for necessary books while others can and do afford the indulgence of owning their own. Some students spend relatively large sums on recreation while others take their recreation where they find it with little expenditure involved. In any case the social-work student pointing toward the New York School now knows what it must cost. What it may cost is still up to him.

New Times, New Duties

THE St. Louis plan of organization for relief, which seeks to spread the responsibility of administration over as many agencies as possible, has brought new duties to the Children's Aid Society, Herschel Alt, general secretary. At the request of the Citizens' Committee on Relief and Employment the Society has established a new unit for the care of motherless children in their own homes with the committee supplying funds for service and relief. Motherless children have hitherto been referred to the society chiefly for placement. It has not itself administered relief in the homes. But the times have brought new factors into the situation. Fathers, unemployed at the mother's death are reluctant to break up their homes when they themselves have nothing better to do than care for the children. Under the new plan widowers' families will be referred to the society regardless of the kind of service they require. Direct applications by widowers will also be accepted until the case load reaches two hundred.

In Georgia eight times as many children were housed in almshouses during 1931 as in the previous year because of shortage of county funds to care for children in their own homes.

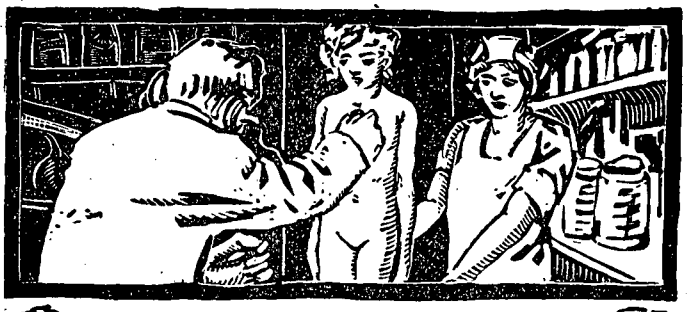
Community chests of Texas have organized a state association for the immediate purpose of cooperating with the governor in dealing with the whole matter of relief funds from the Reconstruction Finance Corporation.

The American Legion, at its recent National convention, made a strong pronouncement for higher standards of training and equipment for workers in institutions for children and pledged the support of its child welfare and legislative committees to promote necessary legislation.

A study of old-age retirement provisions and practices in sixty industrial establishments in Omaha employing some 10,000 persons has recently been completed by T. Earl Sullenger, professor of sociology at the Municipal University. Conclusions definitely indicate industry's inability to handle a growing problem.

The Golden Rule Foundation, Lincoln Building, New York, offers suggestion for "a rational constructive fast" by which a family of five may live adequately and well during Golden Rule week for $8.88 while sharing its substance with others who have less. A menu for each meal is accompanied by a case story of an "unseen guest."

The Illinois Department of Public Welfare is making an exhaustive study of factors in delinquency with special reference to educational background of 750 boys in the St. Charles School, more than half of whom are from Cook County. A study of the after-career of 600 boys admitted to this school prior to 1926 yielded the discouraging conclusion that more than half of them could not, by any reasonable measure, be counted anything but failures.



HEALTH

Quality of Care in a Clinic

TO WEIGH the pros and cons of medical care in a pay clinic was the aim of a study of the University of Chicago Clinics recently completed by Dr. Emmet B. Bay, associate clinic professor of medicine in the University of Chicago. The study was made under the auspices of the Julius Rosenwald Fund with the approval of the University. Dr. Bay concludes that the patient who goes to a private physician may meet unfavorable conditions: the doctor may lack adequate training or experience or laboratory facilities, or connection with a hospital equipped to give care which the patient requires; the patient may lack means to pay for needed laboratory services at commercial rates or for consultations at private-office rates. The patient who goes to a clinic, on the other hand, may encounter changes of physicians on a rotating staff, distasteful elements of charity, long periods of waiting during office hours, inadequate record-keeping, a change of a physician if he must go to a hospital, lack of supervision of younger physicians by experienced men. By no means all of these can be laid at the door of all private physicians or all clinics, but they were likely to be found in the experience of people with chronic or obscure diseases who turn up frequently in clinics and teaching institutions, including the University of Chicago. There, Dr. Bay found, records showed "a high general level" and a quality of medical service which should satisfy leaders. Copies of the report, discussing clinic problems and policies, may be obtained on request from The Julius Rosenwald Fund, 4901 Ellis Avenue, Chicago.

Chronic Disease in New Jersey

MORE than twenty thousand persons in New Jersey are chronically ill, according to a report of the Department of Institutions and Agencies, prepared by Dr. Emil Frankel and Dr. Ellen C. Potter. About a third of them are under the care of welfare agencies. Of a group of 2187 chronic patients studied intensively, more than half had been under the care of health and social agencies for more than a year; 37 percent had been under care for from one to five years, and about 14 percent for more than five years. Less than half were receiving adequate care. Chronic illness is a disastrous burden to families whose funds are exhausted by the prolonged strain and to the social agencies who must carry those patients for years. Not all of the chronic patients were old: 5.5 percent were under 16, and 12 percent from 16 to 39 years of age. The report points out that care may be given in a number of ways: in the patient's home, with public funds when necessary and community nursing service; in nursing homes and hospitals for chronic diseases; and, with better medical and nursing service than at present available, in welfare houses or almshouses and homes for the aged. Social and economic problems of chronic illness are becoming increasingly important with shifts in the age ranges of the population. In 1880 about 21 percent of all deaths in New Jersey were among people 60 years and over, and nearly 40 percent of the deaths were among children under five. In 1930 deaths of young children happily constituted only 12 percent of the total; but those among persons over 60, many of them representing death after lingering illness from the chronic diseases of later life, represented

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44 percent of all deaths in the state, or more than twice the percentage obtaining a half century earlier.

Education for Mental Nursing

WITH the start of 1933 Ontario Hospital at Whitby, Ontario, Canada, regularly establishes a postgraduate course in psychiatric nursing and mental hygiene which has proved a successful experiment during the current year. The curriculum, covering a year, gives nine months' practical experience in nursing mental patients in hospital and clinic, with visits to outside institutions, courts, settlements, and the like. Lecture courses and special instruction consider such topics as psychology, psychiatry, occupational therapy, parent education and child guidance and public-health nursing, supplemented by ward clinics, staff conferences and seminars. Applications are limited to thirty graduates of approved hospitals, registered in Ontario; graduates, qualified to serve in mental hospitals and clinics and public-health nursing associations, receive a diploma from the Department of Health of the province, under which Ontario Hospital operates. A number of weeks ago there already were three times as many applicants as could be received.

Keep Infection Out of the Kitchen

FOR the past two years Newark, New Jersey, has required medical examination of domestic servants, supplementing the examinations required for many years previously of all persons engaged as food handlers in public places. "The domestic servant," says Dr. Charles V. Craster, health officer of Newark, "by the nature of his or her employment was considered to be even more directly in contact with the family circle of the individual householder than the restaurant food handler." A certificate is required from a duly licensed physician, declaring that the holder is free from tuberculosis and any other contagious or communicable disease or examination may be had free at the health department clinic. After examination, the successful applicant receives a card, which bears his or her photograph. When an applicant is rejected the physician notifies the sanitary division, which in turn informs employer and employe in writing. The cause for rejection is not given to the employer. During fifteen months ending in April 1932, 6000 persons were examined, all but 712 at the department's clinics. Among the applicants were 80 persons with syphilis, 31 with tuberculosis, and 38 with skin diseases. Rejection was made only in cases in which the disease was in a communicable stage.

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Cross-section of world facts and opinions on mental hygiene as presented at the First International Congress in Washington, D. C., May, 1929.

CANCER: THEN AND NOW. *New York City Cancer Committee,* 34 *E. 75 St., New York,* 80 *pp. price* $1.

Reproduction of the Committee's pictorial exhibits, with explanatory texts. The cancer story told vividly.

MEDICAL ADVERTISING, *by Mary Ross and Michael M. Davis. The Julius Rosenwald Fund,* 4901 *Ellis Ave., Chicago. On request.*

Facts and implications of a preliminary review.

STANDARDS FOR CHILD HEALTH STATIONS. *The Children's Welfare Federation,* 386 *Fourth Ave., New York City. Price* 25 *cents.*

Prepared by a committee including 13 pediatricians and 44 health and social agencies in New York City.

GROWING UP IN THE WORLD TODAY, *by Emily V. Clapp. Massachusetts Society for Social Hygiene,* 1150 *Little Bldg., Boston, Mass., price* 20 *cents a single copy,* $4 *for* 25 *copies,* $12 *per* 100. *Free within the state of Massachusetts.*

A pamphlet on sex hygiene for use by parents, teachers, vocational counselors, the clergy and young people, selected by five eminent judges in an open competition.

PLANNING MEALS. *John Hancock Mutual Life Insurance Company, Boston, Mass. On request.*

Wise use of food money for those who must economize.

Hard Times and Undernourishment

THOUGH the general statistics of death and illness for the country at large continue brighter in 1932 than ever before, evidence of the pinch of hard times is popping up at scattered points on the public-health front. This year's physical examination of New York City school children rated 20.5 percent as undernourished, an increase of 3 percent over 1931 and more than 7 percent more than the figure for 1929. "Increase in malnutrition seems to be caused by improper and probably also insufficient food and can be attributed directly to unemployment," said Dr. Charles Bolduan, director of the Bureau of Health Education. Recent experiences at the tuberculosis clinics of the Westchester County (New York) Department of Health have resulted in a sharp change in policy. Formerly patients with arrested tuberculosis have been re-examined at intervals of several months; now it is planned to shorten the interval to one month. Many of these former patients are out of work or are members of families whose incomes have been cut down; breakdowns are reported because of lack of the right food or overstrain in trying to supplement family income. "Tuberculosis cannot be conquered when it is allied with undernutrition," the Department concludes.

A New Feather in Evanston's Cap

EVANSTON, Illinois, which won first place among cities of its size for its public-health service in the last annual contest sponsored by the United States Chamber of Commerce, has recently opened a clinic for the examination and treatment of children of known syphilitic parentage, supplementing its clinic for adults with syphilis. Much syphilitic infection is congenital. Often it is without symptoms in infancy and childhood and can be discovered only by laboratory tests. The new clinic aims to prevent the later development of the disease among these children both for their own sake and for the sake of those with whom they come in contact. This addition, the Illinois State Health Department believes, "probably gives to Evanston a social-hygiene service superior to that in any other community of Illinois and the equal of that to be found in any city of the United States."

A definite increase of mental disturbances among unemployed women is reported by the Emergency Unemployment Relief Committee of New York City, which finds that 18 percent of the women applying to the Central Registration Bureau for the Homeless are suffering from mental and nervous disorders.

CHRISTMAS and New Year's presents may solve themselves as the calendar of quotations offered this year by the National League of Nursing Education, 450 Seventh Ave., New York City. Price $1 per single copy, 75 cents a copy for fifty or more. Quotations from new and old philosophers and educators and a cover painting by H. Willard Ortlip. The League also offers Christmas cards especially designed for use by nurses, 50 cents for 6 cards and envelopes.

IN London white walking sticks are coming into common use by blind people, warning drivers of the special helplessness of the person who carries them, according to the British correspondent of The Journal of the American Medical Association.

THE National Health Council broadcasts the warning that in 1931 110 hospitals closed their doors while other hospitals are considering that move for lack of money. Many others have had to close numbers of wards and private rooms. At the present time private hospitals are giving 30 percent of their services to patients who cannot pay, while earnings have fallen off from 15 to 20 percent. New York City private hospitals, according to the United Hospital Fund, reported two million more clinic visits in 1931 than in 1928 and an equal number of additional days of bed-care. The municipal hospitals, which averaged 75 percent occupancy in 1928, reported an average bed occupancy of 101 percent in 1931.

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INDUSTRY

Baltimore on Insurance

ONCE again Baltimore's Municipal Commission on Employment Stabilization has put in its debt not only Maryland but all states trying to deal constructively with unemployment. In a pamphlet on Unemployment Insurance, the Commission summarizes employment trends, analyzes causes of unemployment, and considers the place insurance should hold in any effective program for reducing unemployment and for softening its heaviest burdens. The commission puts forward strong arguments in favor of compulsory insurance, and holds that

there is one compelling reason for requiring equal contributions from both employer and employe, namely, the fund thus built up can pay larger benefits, and for a longer period, than one to which only one party contributes. It is not, in our opinion, a question of abstract justice, but a practical matter.

The Commission urges a centralized fund for all industries, because it means "economical use of reserves and . . . greater financial strength."

The authority administering unemployment insurance, the Commission suggests, would require at least the following powers: to establish branch districts with a public employment office in each district; to set up district committees; to appoint boards of referees to which appeal could be taken by any worker; to obtain from employers regular reports on payrolls, hours of labor, dismissals and so on; to increase the length of the waiting period between registration of the unemployed worker and the beginning of benefits, if such action is necessary to safeguard the fund. The cost of administration might be apportioned among employers subject to the act, on the basis of their annual payrolls, as is the cost of administering Workman's Compensation in Maryland.

The report may be secured free of charge from the office of the Commission, 202 Guilford Avenue, Baltimore, Maryland.

Protecting Women Workers

SUMMARIZING the methods used by the various countries and the actual measures set up, the International Labor Office offers a comprehensive study of protective legislation. (Women's Work Under Labor Law. World Peace Foundation, 40 Mt. Vernon Street, Boston. Price, $1.50.) The study divides protective legislation for women into two main categories: one, laws designed to safeguard health; the second, and far more complex type of legislation, aimed to improve the woman wage-earner's general welfare and her economic and social position. In the field of physical protection, this survey indicates that legislation has already been remarkably successful. Further protection, however, is still required both in laws to safeguard child-bearing women and "general legislation . . . when the physical welfare of workers of both sexes is in danger." In the second category, the study concludes that "legislation to remove the civil restrictions on the economic activity of women, to open to her careers formerly reserved for men, to guarantee her equal representation of her interests in all occupational matters . . . has conferred valuable benefits on the women workers of the countries which have passed them." Further experimentation with minimum wage laws and other measures framed to prevent exploitation and with vocational guidance is urged. The study includes analysis of measures passed by various countries, dealing with the chief problems of women workers, such as hours of work, night work, maternity protection, dangerous occupations, representation on bodies dealing with labor questions and so on. The appendix gives a list of the chief legislative texts relating to the employment of women.

Negro Women in Hard Times

WHAT is happening to Negro women workers in the depression is summarized by Mary Anderson, director of the U. S. Women's Bureau, writing in a recent issue of The American Federationist. Unemployment figures of the National Urban League show the community problem created by this group, traditionally "the last hired, the first fired," and now appealing in large numbers for relief. Because of the depression, white workers are underbidding colored workers in several fields where Negroes have hitherto held a large proportion of the jobs. Thus Miss Anderson quotes a report from one New Jersey community:

Wages have dropped and some household employers who used to hire colored women are now giving this employment to whites who are reported to offer their services at lower wages in order to secure employment.

Miss Anderson suggests that prejudice rather than relative skill or training is responsible for the special difficulties of Negro women workers, and points out that this is a barrier which is "broken down slowly." From a long-range view, however, she feels that because of the outstanding success of a few Negro women and "the lowering of bars in certain occupations here and there," the outlook is "not so drab and depressing as a survey of present-day conditions might lead a short-sighted observer to believe."

Keeping Clean on the Job

THAT industrial employes are genuinely interested in health and personal cleanliness, and that the health and safety movement is not "forced" by management is shown by a recent experiment at the Kearney Works of the Western Electric Company and

New and Useful

WORLD ECONOMIC SURVEY, 1931–2. *Economic Intelligence Service, League of Nations, Geneva. Available through the World Peace Foundation, 40 Mt. Vernon St., Boston.*

AN analysis of the elements of instability in the postwar situation, and a comprehensive review of the developments of the world depression to the middle of July 1932.

BRITISH EXPERIENCE WITH UNEMPLOYMENT INSURANCE. *Metropolitan Life Insurance Company, New York.*

THIS second part of the summary of the evidence taken by the Royal Commission on Unemployment Insurance covers the extent and character of the British unemployment problem.

DEMOCRATIC INFLUENCES IN INDUSTRY. *Industrial Experimenters, Associated. 420 Lexington Ave., New York. Price, single copies, $1.*

PROCEEDINGS of the first annual conference of a group organized on the basis of their interest in industrial cooperation. The pamphlet includes papers on the theory of employer-employe joint ownership, control and management in industry, and accounts of going experiments along these lines.

WOMEN OFFICE WORKERS IN PHILADELPHIA. *Bulletin of the Women's Bureau No. 96. Superintendent of Documents, Washington, D. C.*

THE Women's Bureau is making an extensive survey of the age, marital status, education and training, occupation, rate of pay, trend of employment, mechanization and so on for clerical workers, the third largest group of women wage-earners. This preliminary report summarizes part of the data obtained in one large industrial city.

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reported by Reuben C. Ball in Cleanliness Journal. Four display boards were set up at strategic points in the plant, each with a sign asking, "Have You Read These?" To each board were fastened twenty-four booklets in such a way that each could be glanced through. They covered such subjects as child care, first aid, teeth, home care of communicable disease. Below the display it was explained that the booklets could be obtained free by filling out and checking the request list. On bulletin boards throughout the plant, 225 planographed copies of the display were also placed. "The total distribution of 14,005 booklets to 1361 different employes who had specifically requested them proves a gratifying interest in health subjects."

The report adds that at the Kearney Works operators on dusty processes which offer a health hazard are under rigid cleanliness rules, including a daily shower and complete changes of clothing on company time. The company provides towels, fresh underwear and separate lockers for working and for street clothes. Rules for other divisions vary but all workers have ready access to wash-basins with hot and cold water and liquid soap.

Pennsylvania's Young Miners

HAZARDS faced by boy workers in the coal-mining industry and how they may be reduced are described in a recent report of a study made by the Pennsylvania State Department of Labor and Industry. The percentage of young workers hurt in the soft-coal industry was found to be twice as large as in anthracite, where for some years no boys have been employed on the more dangerous types of work.

The total number of accidents in 1930 among the 5287 boys under eighteen working in or about coal mines in the state was 739. This means that about one in seven of these young wage-earners was injured. Six of the injured boys were under sixteen years of age. Just over half the boys were working underground, but they suffered three fourths of the accidents. Car-handling, inside and outside the mine, seemed to offer the greatest hazard. Most of the boys outside the mines are breaker boys, who separate the slate from the coal. This work involves as little risk as any mine operation and is still permitted for boys of fourteen years. In spite of its comparative safety, "the constant bending and stretching and the dust-laden atmosphere . . . make it a trying job." A letter from the chief of the Bureau of Women and Children, supplementing the report, states that while quite a number of fourteen- and fifteen-year-old boys were found picking slate or doing odd jobs, the trend is distinctly away from the employment of these younger workers.

As a result of the study, the State Industrial Board has issued rulings prohibiting the employment of minors under eighteen years in car-handling and in a number of other especially hazardous types of work both inside and outside the mines.

Well, Why Not?

IN THE welter of plans and proposals for "ending the depression" and "abolishing unemployment," there comes to The Survey from Bainbridge, Georgia, a plan that stands by itself for its brevity, its simplicity and its daring. It is put forward by two sisters, Mary and Mildred Hicks, one of them a teacher, the other a homemaker. We shall leave experts to point out why their plan could never be enacted into law and why it wouldn't work if it were. Its provisions are well worth recording here. It is called the "Five-Day Plan," because "Congress could make it a law in five days." It has three parts: a 100 percent tax on incomes above $50,000; a 100 percent tax on inheritances above $100,000 to each dependent; the use of these taxes for social insurance, public works and education. The sisters present their plan on a one-page leaflet, tens of thousands of which have been distributed since they drew up the scheme, late in 1931. On their leaflet, the Misses Hicks point out that what they propose is "as brief in outline and swift in action as violent revolution—yet it is as peaceful and law-abiding as the Ten Commandments." They add, "We don't need a five-year production plan—we need a five-day distribution plan."

EDUCATION

Good Adventure

BROOKLYN MUSEUM is cooperating with the Crime Prevention Bureau of the New York Police Department in a program designed "to prevent crime by never letting it get started." An experimental series of lectures and gallery tours has been planned for small groups of potential young delinquents, who have been reported as "behavior problems" by the schools. The new plan was undertaken at the request of the bureau which turned to the educational department of the Museum when it found itself "faced with the problem of having to provide for these unadjusted children suitable recreational and educational opportunities outside the school curriculum." The new plan, which Herbert J. Spinden, director of the educational department, regards as "a mere extension of other work with school children," provides for small groups at three age levels between nine and eighteen years. The youngest group will be shown the natural history exhibits, the Indian and Egyptian collections and the animals. The next group will visit the Oriental, medieval and American rooms. The oldest girls will study costume, silver and furniture, while the oldest boys will study architecture and the tools of various nations and ages. This new museum project, as Dr. Spinden sees it, "is designed to keep problem children out of dangerous mischief by providing them with wholesome enthusiasms." He writes us further:

> Children growing up in the denatured surroundings of a great city need a diet of romance, an escape from materialistic environment which will produce a kind of spiritual starvation if left uncorrected. Future citizens are in the making, and if loyalties and wide sympathies are not established in youth, they probably never will be established. This is true as regards city children in a happy setting, and it is even more true as regards children whose social life is a barren waste.

If the experimental program gains the interest of the children for whom it is planned, the museum will extend its scheme of special instruction for young delinquents.

Staggered School Work

IN MOST industrial schools, half the students' time is given to technical training, half to non-vocational work. The usual plan is to punctuate the day with this academic work, so that students rush from trade-training to English, back to trade, off to physical education with the day divided into small units. The Manhattan Industrial High School for Girls in New York City is experimenting with a "stagger" scheme which concentrates trade training and directly related study in two weeks, purely academic work in one week out of each three weeks of the school year. This gives the girl long, uninterrupted hours for the trade she is learning, without being called on to give attention to some important but unrelated matter after an all-too-short hour spent over the intricacies of pattern-drafting or sewing or baking bread. The school reports that this plan which lengthens periods and minimizes interruptions makes actual teaching more effective.

The tone of the school has changed almost beyond recognition. Although Manhattan has always been a place of business where girls

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entered at the appointed hour, donned smocks and set to work, it was still a school when the changing of classes began and the usual hubbub prevailed. All that is gone. Now there is an enduring quiet, a real application to work.

Training While Doing

AN INTERESTING experiment in social-work training is being worked out by the three schools in New York City—Fordham University, the Graduate School of Jewish Social Work and the New York School of Social Work—and the Home Relief Bureau. The plan is for a series of courses to be given by each school for workers in the Home Relief Bureau. For example, the New York School of Social Work is offering a selected number of supervisors of the Bureau a twelve-weeks' course, the content of which will be directly related to the home-relief program. The course will have a two-hour evening session each week. Other courses already outlined are for investigators in the Bureau who act as aids to supervisors, and for investigators whose status does not come under this heading.

What Oakland Found Out

AS THE basis for a possible revision of the salary schedule, the Department of Research of the Oakland, California, public schools undertook a study to determine whether present teachers' salaries are excessive, satisfactory or inadequate in relation to current living costs. The department assembled data for 90 percent of the city's classroom teachers on present salaries, marital status, home and automobile ownership, living arrangement and employment of wives. The Heller Committee for Research in Economics of the University of California financed and directed a budget study showing the standard that can be maintained by each of three typical groups of teachers, as determined by the research department's inquiry: the married man secondary school teacher whose wife is not employed, living in a large California city on $235 a month; the single woman high school teacher with one total dependent and a salary of $235 a month; the single woman elementary teacher with one total dependent and a salary of $205. Detailed estimates of the housing, furniture, clothing, health, recreation, education and insurance expenditures and the savings possible in these groups are given. The study concludes that the typical single woman high-school teacher "is able to live at a comfort-and-savings standard suitable to her professional status." For the typical married man secondary teacher "the maximum salary of $235 a month is not adequate." The typical single woman teacher in the elementary school "can live at the comfort-and-savings level of the woman with $235 a month if she foregoes an automobile" (Adequacy of Salaries Paid to Oakland School Teachers, State Department of Education Bulletin, No. 11). While the study applies primarily to conditions and living standards of one profession in a single community, its viewpoint and method are of much wider importance.

Salvage

HOW a hundred and twenty-two subnormal children were salvaged by a Baltimore public school is the heartening story told by Elise H. Martens, of the U. S. Office of Education in the last issue of School Life. Her article is based on a report made by Dr. Ruth E. Fairbanks of the Henry Phipps Psychiatric Clinic, Johns Hopkins University, of a follow-up of a group of children originally studied in 1914. Of the original group, 44 had died, moved away or disappeared by 1930–31. Of the remaining 122, 50 women and 72 men, an investigation of social status, work record, economic status, home conditions, court record, church affiliations and recreation was made. Sixteen years ago, these people were all "ungraded" pupils of definitely subnormal mentality, many of them with a bad family history. Many had physical handicaps and some had shown "delinquency traits." According to the follow-up, 48 of the 50 girls and 48 of the 72 boys have married, and 75 of these 96 have 173 children. Of the men, 45 are self-supporting, and 9 other homes are jointly supported by husband and wife. Thirty of the women are supported by their husbands, and 5 more are contributing to the family support. This makes 89 out of 122 who are financially independent. Fourteen other men and 9 women are temporarily on part time. Four men and the husbands of two women have never had steady jobs. The two unmarried women work, but live with their parents. "This is certainly not a picture of destitution or social dependence." The group shows a few examples of instability, delinquency, alcoholism, illegitimacy and prostitution, but "their occurrence among these 122 young people have been so much less frequent than one might expect that the situation is noteworthy." The good record of these subnormals, the report indicates, is in large part due to the special program worked out for them at the school under the leadership of the principal of P. S. 76 and the psychiatric clinic, and to the community life built up around the school and centering in it.

A Matter of Conscience

EXPELLED because they asked exemption from military drill on the grounds that they are religiously and conscientiously opposed to such training, two University of Maryland students threaten to bring a test case in the courts unless they are reinstated by the Board of Regents. Wayne L. Lees, a sophomore with a straight A standing in his freshman work, is a Unitarian, a resident of the District of Columbia. Ennis H. Coale, son of a Maryland farmer, is a Methodist who has taken seriously the peace education which his church has been pushing vigorously for several years. At first it appeared that the college authorities would exempt the boys. Then they were indefinitely suspended, the newspapers being given the announcement several days before the boys were notified. The boys have retained a firm of Baltimore lawyers to take the case to court if they are not reinstated. A meeting of the Board of Regents called for October 5 was twice put off and then postponed indefinitely.

Meanwhile, the Methodist ministers meeting of the Baltimore area with a membership of 125, has unanimously supported the boys and sent a committee to the college authorities asking that they be reinstated and the drill be made optional. The state convention of the Maryland League of Women Voters also passed a resolution asking that drill be made optional.

THE Atlanta School of Social Work, the only institution in this country devoted to the training of Negro social workers, has recently moved from a down-town location to the campus of Atlanta University, where it becomes a next-door neighbor to Spelman, Morehouse and Morris Brown colleges and the new $250,000 library serving all these institutions.

A New York Adult Education Council was formed last month, to serve as a clearing house for adult education activities and opportunities in New York City. The new venture has received grants from the Macy Fund, the Russell Sage Foundation, New York Foundation and the Carnegie Corporation, and August Heckscher has given office space at 366 Madison Avenue.

IN College Prolongs Infancy (John Day Pamphlets No. 16) Horace M. Kallen challenges the ideals and methods of the institutions of higher learning as "false to the students, false to the social purpose which nourishes them, false to the inward nature of education itself."

A regional conference of the Progressive Education Association was held in New York City last month, with an exhibit of work done in progressive schools of the community. Among the conference speakers were Professor William H. Kilpatrick of Teachers College, Hendrik W. Van Loon, Dr. Frankwood E. Williams, Willard Beatty of the Bronxville Public Schools and James G. MacDonald of the Foreign Policy Association. Parents and teachers took part in round-table discussion.

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Unemployment and

Edited by
JOANNA C. COLCORD
and RUSSELL H. KURTZ

Bond Issues and Taxation

OF STATE and municipal bond issues aggregating $158,841,300 presented to the voters for approval at the November election, nearly $80,000,000 were for relief purposes. Complete returns are not yet available in some cases, but current figures show that while the majority of improvement bond issues were defeated, all the relief bonds were authorized, some of them by overwhelming majorities.

Additional tax levies as a means of financing relief were also submitted to the voters. These, however, did not meet with the same response and were defeated in more than half the cities in which they were on the ballot.

Three important state issues were included in the list. By a 4 to 1 vote, *New York* voters approved a $30,000,000 bond issue to provide funds for unemployment relief from November 15, 1932 to January 1, 1934, of which $15,000,000 is to be available during the first three months of the period. Of this amount, $12,000,000 is to be used for payment to municipalities of 40 percent of approved expenditures for home relief and work relief with the exception of $100,000 for administrative expenses. Out of the remaining $3,000,000 specific amounts are set aside for state improvements, veterans' relief and for salaries of trained workers in local relief bureaus, the remainder to be used for direct grants to municipalities for home relief and work relief on such conditions as the administration may prescribe. The bonds are to be made payable in equal annual instalments extending over a period of seven years from date of issue.

New Jersey voters ratified the referendum diverting $20,000,000 from highways purposes into relief channels. As the funds are to be deducted from the $83,000,000 highway bond issue approved in 1930, $20,000,000 will be available for relief purposes without increasing the total of authorized New Jersey issues. These bonds will mature serially in three to eight years from date of issue.

The $20,000,000 bond issue approved by the *Illinois* voters does not provide new funds for emergency relief but is to be used to retire $18,750,000 tax-anticipation notes authorized last February to provide funds to carry on unemployment relief during the spring and summer. This issue will be retired by the diversion of part of the gasoline tax over a period of twenty years.

Several municipal issues were also up for approval. In *St. Louis, Missouri*, voters approved the $4,600,000 relief issue to supplement funds for relief raised by voluntary subscription. These bonds will not be sold at once, but will be released as necessity arises. The funds will be expended by the Board of Estimate and Apportionment through the Citizens' Committee on Relief and Employment. The bonds will be retired with revenues secured by tolls on vehicles using the Municipal Bridge and such tolls will continue only until the bonds are paid off.

King County, Washington, approved two bond issues, one for $2,000,000 for poor relief and one for $1,000,000 to be used to refund county warrants already issued in jobless relief. Seattle, its principal city, acted favorably on a general city issue of $1,128,000 for relief employment on arterial highway improvements within city limits.

Portland, Oregon, assured jobs for 1000 unemployed men for six months by authorizing the $195,000 bond issue to finance the acquisition of land as its part of a city-county-state highway commission contract. The labor will be furnished by the Civic Emergency Committee from among the unemployed. On a county (*Multnomah*) vote however, the voters refused to give the county commissioners authority to levy an additional tax of one and one-half mills upon all taxable property to provide funds for poor relief.

Several *Ohio* cities asked their voters to provide relief funds by approving additional tax levies. Of these, *Cuyahoga County* (*Cleveland*) approved a one-mill levy which replaces a similar levy now expiring. It will produce approximately $1,400,000 for relief purposes. By a very close vote *Toledo* defeated both tax levies for poor relief. Both measures required a 55 percent vote for approval. One was a levy of one and one-half mills to raise funds to meet the unpaid bills for poor relief already issued, and the other levy was also for one and one-half mills for continued relief. *Dayton* defeated its proposed two-mill levy for poor relief.

R. F. C. Loans

UP TO November 15, the Reconstruction Finance Corporation had granted a total of $66,680,196 in relief loans to thirty-five states, of which $61,124,861 was loaned under Subsection C which makes repayment the responsibility of the state and $5,555,335 under Subsection E which provides that loans can be made on the governor's recommendation directly to subdivisions of the state (counties and municipalities), repayment to the R. F. C. being made by the subdivision affected.

R. F. C. reports show that during the interval between October 16 (the date of our last report) and November 15, there has been a marked decrease in the proportion of funds loaned under Subsection E. During this period only 2 percent of the total amount was granted under Subsection E, while during the period preceding, 12 percent of the total was granted under this Subsection.

There are two reasons for this marked decrease. The Ohio Legislature at its special session in September passed an enabling act to permit the governor to borrow funds from the R. F. C. for relief activities where local resources had been exhausted. Since then, except in one instance, the state of Ohio has assumed the responsibility for the repayment of all relief loans to its counties or cities.

Detroit, Michigan, secured its first R. F. C. loan of $1,800,000 under Subsection E, but as additional relief funds were needed almost immediately after securing the first loan, city authorities appealed to the state to apply for further aid for Detroit under Subsection C. The governor was slow to see the necessity of doing this, but finally approved an application for $3,325,532 on this basis. The R. F. C. eliminated certain items for hospitals, and granted $2,205,400 under Subsection C.

New Committee on Homeless

THE Committee on the Care of Transients and Homeless has been appointed by the National Social Work Council, Room 504, 25 West 43 St., New York City, with Bradley Buell as chairman and Ella M. Weinfurther as secretary. The membership of fifteen includes leading social-work executives and board members in some of the agencies in this field. The committee will collect and make available the experience in the thirty or more cities which now have central registration for the homeless; and it invites correspondence from these and other communities desiring better to coordinate their work for these groups. A budget has been assured which will later permit an additional staff member to be assigned to developmental work on state and regional plans.

Life Insurance Adjustment

HELP in the solution of insurance problems is offered by the Life Insurance Adjustment Bureau, established by the Metropolitan Life, the Prudential and the John Hancock mutual life insurance companies. This Bureau, at 450 Seventh Avenue, New York, carries on by means of correspondence a national service of advice and adjustment of life insurance problems for any relief family referred to it by social agencies, which is not, however, open to individual

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Community Action

This department is an emergency information service to public officials and to members, executives and supervisors of citizens' committees. News of interesting developments will be gratefully received by the editors, Russell Sage Foundation, 130 East 22 Street, New York

families on their own application. The Bureau is serving both public and private agencies in most of the larger cities of the country. Any relief agency that demands this service may have it.

Social agencies submit on forms furnished by the Bureau accurate information regarding the insurance policies and necessary facts about the family. An individual study of each case is made by the Bureau, where all the data presented are taken into consideration in making the proposed adjustment. The Bureau is entirely dependent on the social workers for the information on which it bases its recommendations.

The adjustment is usually made to reduce premiums and still afford insurance protection. It is particularly necessary to continue protection on the parents and on children who are ill. The new program is worked out by using the non-forfeiture values of the policies, namely paid up and extended or continued insurance; and by changing endowment to whole-life policies, since the latter provide the maximum amount of protection for the smallest outlay. When policies have been in force long enough, some cash return is usually made available to the family.

Advice from the Bureau is sent to the social worker on a special form that enables her to explain definitely to the family the nature of the adjustment. When this is accepted, it is sent to the insurance company which takes the necessary legal steps to complete the changes agreed upon.

The value of these services has become apparent during the year and a half that the Bureau has been operating. The family is educated regarding life insurance and its relation to the family budget. Where the premium outlay was large, there is some relief from financial strain and some cash refund for necessities. Finally, the adjustment should give that sense of security that families get from the assurance that they are after all provided with their own insurance protection.

Abolition of Unemployment

UNDER this sweeping title, Prof. Frank D. Graham of Princeton University has published a plan for a flexible system, expanding or contracting according to the state of unemployment, for putting unemployed industrial and agricultural workers at work producing for each others' needs. Payment would be in consumption certificates, redeemable in goods at fixed distribution points. The certificates would decrease in value weekly, to encourage quick turnover and discourage hoarding. Factories and management would be rented, money having to be secured on a self-liquidating basis to provide for rentals and raw materials. (A review of the book, which may be secured from the Princeton University Press, will appear later.)

The Commissary System

THERE are indications that the tide which has been flowing so strongly toward municipal commissaries or food depots may have turned in the direction of agreements with local food dealers to handle relief orders at wholesale prices plus a fixed percentage for handling. This brings the cost considerably below retail prices and yet obviates the undesirable features of interfering with local trade and assembling relief recipients in a public manner for the distribution of food.

The dealer-agreement method is being strongly urged on local communities by the State Emergency Relief Administrations of *New York* and *New Jersey*, after experience with and study of community-operation under both systems. The American Red Cross advises local chapters not to establish commissaries.

Syracuse was the first city in New York to adopt the method, after a delegation had gone from it to study *Topeka's* commissary. *Racine, Wisconsin*, similarly rejected the commissary plan after studying *Kenosha's*. *Akron* has stood out against the example of neighboring Ohio cities and established dealer-agreements. *Salt Lake City* discontinued its commissary last spring, convinced that the ill-effects outweighed the advantages. *Tulsa, Oklahoma*, whose plan of feeding the poor at a central commissary for six cents a day received wide publicity last winter, has greatly modified its system. *Ann Arbor, Michigan*, is about to close its commissary. The superintendent of public welfare in *Detroit*, under strong pressure to establish a commissary, sought the cooperation last winter of the local chapter of the American Association of Social Workers, and on the basis of information they secured from other cities, it was decided to revise but continue the method of placing food orders through local dealers.

Most of these developments are covered in an article appearing in The Family for November. Reprints of the article may be secured from that magazine at 122 East 22 Street, New York, or from the editors of this department.

Plans in Some Ohio Cities

IN *Ohio* the family relief responsibility has always been centered upon the cities, towns and townships. Communities like metropolitan *Cincinnati* have needed a county-wide basis of operations but have lacked the legal authority to place the control in county hands until the state legislature granted it as an emergency measure last spring. Since then, Hamilton County, in which Cincinnati is situated, has taken the main responsibility for relief. The shift involved no change in personnel as the director of the city department of welfare also held the county post.

Six private agencies, of which the Associated Charities is the largest, act as agents for the public department in the administration of direct relief. About two thirds of the families are receiving direct relief in a total of about half of the full relief expenditures. The other third are on a modified form of work relief, working two days a week and receiving three dollars in cash and a food order worth two dollars at retail prices. In October approximately 24,000 families were on relief. Expenditures were running close to $350,000 a month.

Food is distributed from a central warehouse or commissary, set up last April and managed by the Public Welfare Department. The Associated Charities issues itemized grocery orders for those families who are recipients of direct relief, which are individually packed as received. Standard assortments are made up for the work-relief workers. All orders are delivered by the central warehouse directly to the homes of the clients, by twenty large trucks operating on a flat contract rate per delivery. Food having an estimated retail value of over one million dollars has been delivered since April at a total trucking cost of $21,830.

Net savings of 36½ percent under the average retail prices prevailing in the community are claimed for the warehouse, after all hauling and other charges have been accounted for.

For twenty years, *Akron, Ohio*, has been the advocate of private administration of public-relief funds, the Family Service Society and the Department of Public Charities being directed by the same executive and served by the same staff although preserving separate legal and accounting entities. Recently this principle has been extended to include part of the operations of three other Fund relief agencies. These agencies have been able to service more unemployment cases than they could provide with relief, and an arrangement has been worked out with the city to honor about half of their monthly relief bills, on a case-by-case basis through the Department of Public Charities.

The Travelers Aid Society has discontinued its station service and has moved in with the Family Service Society to handle transient and non-resident family cases. The East Akron Community

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House has given over part of its space and half-time of its staff to the Society so that a much needed branch office might be opened in that district. The Association for Colored Community Work has assigned two of its workers to the Society's staff to deal with Negro clients. A Volunteers' Committee has enlisted nearly five hundred men and women who, on a rotating basis, fill about fifty jobs both in and out of the office. The largest number are on motor service, although others have been assigned to typing and clerical work and a few are receiving training as case-work aides.

The Joint Relief Committee for *Cleveland* and *Cuyahoga County, Ohio,* estimates the 1932 relief bill for that metropolitan district at something under $14,000,000. About $7,500,000 of this will be spent for family relief; $2,310,000 for child-care; $3,290,000 for medical and hospital care; the rest for care of the aged.

In 1931 the total of these four types of relief was $9,568,640. The probable 1933 needs have been set at $18,000,000.

Large as these figures are, the per capita cost of family relief, which is chiefly due to unemployment, was only $3.42 for the first six months of 1932 as compared with a maximum of $9.46 and a minimum of $.70 in America's twenty-two largest cities, according to a Cleveland study. Cleveland occupied tenth place from the bottom of this list of per capita costs.

The Associated Charities, which does most of the relief work in the district and represents the city in discharging the greatest part of the latter's relief obligation, has consistently enlarged its staff as the load has increased. It now has 840 paid workers (including clerical staff) and a considerable number of volunteers. Three fourths of the paid staff are in the Unemployment Relief Division, more than half of this group being "aides" working under the close supervision of trained supervisors. By limiting the caseloads of these aides to well under a hundred cases each, it has been possible to maintain a fairly close contact with families and to individualize their economic situations in the relief plan.

It is the conviction of the agency's executives and board that this enlargement of staff and the use of trained people in all the key positions has resulted in a considerably greater saving in total expenditures than the extra organization has cost. The most skillful workers are used as interviewers on new applications.

Work relief continues to occupy a minor position in the relief structure. Several thousand men work in the city parks each month in exchange for part of the relief which they receive from the A. C. and there are a number of small projects of a related nature, but most of the aid given is in the form of direct or outright relief with no work obligations or opportunities attached. This is because of Cleveland's conviction, based on its work-relief experience of 1930–31, that it can make its funds go farther in home relief than in work-relief wages.

Relief in New York City

THE Welfare Council of *New York City* released on October 1 a bulletin giving information on the channels through which relief funds, both from city and state appropriations and from private gifts, are being expended.

1. PUBLIC FUNDS:

The Emergency Work and Relief Administration is the official committee of New York City on public home and work relief.

The City Home Relief Bureau is a bureau of the Department of Public Welfare which aids needy persons who have lived two years in the state. This Bureau is now caring for more than 49,000 families and expended in the first nine months of its operation more than $9,000,000.

The City Work Bureau operates directly under the Emergency Work and Relief Administration. It has expended more than $14,000,000 in nine months to provide emergency work for about 36,000 men and women.

The State Temporary Emergency Relief Administration is the official state-wide relief organization. Consistent with the law and its regulations, it reimburses New York and other cities to the extent of 40 percent of their expenditures for work and home relief.

The Municipal Lodging House under the Department of Public Welfare provides food and shelter for approximately 4000 homeless men and women each night.

In addition to these types of emergency relief the Department of Public Welfare administers relief to veterans, to the blind and to aged persons in their own homes. It also provides support for public charges in institutions and boarding homes. The Board of Child Welfare administers monthly allowances to mothers with dependent children.

For all these permanent forms of relief the city has expended more than $24,000,000 for the twelve months ending September 1932.

2. PRIVATE FUNDS:

The Emergency Unemployment Relief Committee raised over $19,000,000 during the past year. Of this, $5,700,000 was allotted to various welfare agencies for relief and more than $11,000,000 was used for emergency employment through the Emergency Work Bureau for about 44,000 heads of families and unattached women. Another fund will be raised for the winter of 1932–33.

The eleven private family welfare agencies, together with the American Red Cross and Salvation Army, have spent over $6,000,000 since last October, including the sums allotted by the Emergency Unemployment Relief Committee. Approximately 34,000 families are at present under the care of these agencies.

The Mayor's Official Committee has spent $1,700,000 since last October. This money was contributed by city employes, exclusive of those in the Board of Education, and distributed through the police stations to approximately 42,000 families.

The School Relief Fund, contributed by the teachers, provides free lunches, clothing and some cash relief, at the teachers' discretion, to school children. Approximately $1,700,000 has been spent since October 1931.

The Central Registration Bureaus for homeless men and for homeless women are maintained by the agencies engaged in work for the homeless; 61,000 homeless men and about 2000 homeless women have been registered and referred to the proper agencies for care since October 1931.

Planning in Canada

WE CALL attention to a series of excellent pamphlets on various phases of unemployment relief just issued by the *Canadian* Council on Child and Family Welfare, Council House, Ottawa. In Times Like These, a pamphlet of forty-five pages, gives practical suggestions for setting up and coordinating the machinery for unemployment relief in a community. Separate supplements deal with the actual provision of relief in food, clothing, fuel, shelter, and so forth; with the organization of special services for homeless men, unemployed women and ex-service men; and with the organization of work-relief programs. While the suggestions apply to Canadian conditions, they are equally pertinent this side of the border. The inclusive price for the four pamphlets is fifteen cents in the United States.

Voluntary Work Relief

WORK relief in *Richmond, Virginia,* has acquired several unique emphases through the leadership of the chief executive of the Boy Scout organization, Charles L. Weaver. With recesses during the summer, a work-relief program has been in operation since October 1930 which has purposely been kept small and intended to appeal to the higher grades of skilled men. The men were selected by the Family Service Society and the opportunity presented to them as a chance to help out their community and the agencies in return for the relief given their families. It has seldom been necessary to use coercion, and the men have constituted to all intents and purposes a volunteer group.

A plan of grading the men for efficiency has been worked out, the purpose being not to penalize the less efficient but to spur emulation and achievement. Foremen have been chosen on the basis of their rating, and this recognition together with the longer

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working week and increased earnings of the foremen has been a sufficient incentive. The quality of the workmen and their performance has been kept high and steadily improved. Less than one percent have occasioned any disciplinary problem; 95 percent were graded excellent to fair.

During 1931–32, 487 men worked 5806 days, earning $14,500 in relief. Other disbursements amounted to $1800.

"A graphic demonstration [has] been made of the worth of applying Scout principles to the adult . . . through the work-relief plan of Richmond's largest Scout troop," the report concludes.

Hearings on Unemployment

THE *California* State Unemployment Commission has just issued an abstract of testimony submitted at eight public hearings held during April and May in six of the leading cities of the state. The report covers such items as the extent of unemployment and estimates of relief needs in nine counties, the condition of migratory and homeless workers, operation of labor camps, work-relief projects, rents and eviction. Plans recommended at the hearings covered state aid to local communities, advanced planning of public works, stabilization of employment, shorter working day and week, unemployment reserves and compensation, establishment of employment bureaus, a back-to-the-land movement and many other suggestions. An appendix contains statements of individuals about their experience with unemployment and relief, and a number of papers submitted at the hearings. The full report of the Commission, with its own findings and recommendations, will be issued later.

Salary Question Unsettled

MENTION was made in the November Midmonthly of the uncertainty as to whether salaries of county relief workers in *Philadelphia* would be met from state funds. The State Board, in agreeing to be responsible for these expenses for September and October, has nevertheless pointed out that Philadelphia is the only community in the state receiving state and federal relief funds which has failed to provide for their administration. The Public Ledger remarked editorially: "The city's inability to make any appropriation for relief out of current revenue may be conceded. But it has failed to utilize the powers conceded to it by the legislature for the express purpose of overcoming this difficulty. The city has made no attempt to utilize that power to borrow funds for unemployment relief. . . . 'It is as if a man to whom a meal was given,' remarks the governor, 'refused to eat it unless the giver also took a spoon and fed him every morsel of that free meal.' This is severe, but the city is open to the rebuke and will continue to be so until it makes an attempt, at least, to help itself in this matter of unemployment relief."

Philadelphia is about $20,000,000 short in its prospective budget for 1933 unless it raises the tax-rate, and this seems to be almost impossible. The city owes the children's agencies hundreds of thousands of dollars for board of children, and while theoretically the state is right in wanting the local community to foot part of the bill, actually there seems small hope that it will do so. The County Relief Board does not know whether its November salary requisitions will be honored; and it may have to close its Shelter for the Homeless early in the winter because neither city nor state will definitely assume the administrative costs of operating it.

Unemployed as Contractors

THE Borough of *Ramsay, New Jersey*, was to award a contract last August for laying a mile of water-mains; and the Ramsay Unemployed Association with about one hundred members, made up of accountants, salesmen, former Wall Street clerks, school teachers and mechanics, asked permission to bid on the contract. The lowest commercial bidder voluntarily withdrew in favor of the jobless organization; other businessmen, knowing the leaders of the group and anxious to further their enterprise, became responsible for bonding and insurance. Hand tools, trucks and some technical supervision were lent to the group, and materials were supplied by the borough. The men arranged among themselves to accept a small "staggered" wage while the work was in progress, and to declare a dividend when the final settlement was made. The whole community became "rooters" for the project. "How many feet to go?" all who met them would ask as they trudged to work each morning. The work was completed satisfactorily in about a month, each man netting better than a fifty-cents-an-hour rate.

It is probable that other contracts will be given them on the same basis. "This method of work," writes the county supervisor of roads, "seems to yield a greater efficiency than the ordinary type of work relief, as each man is a partner—and the uncertainty of how much money the job will yield makes each man look out for the best interests of all."

(Quoted from an article entitled People Without Money in the December issue of The New Outlook. The article deals with various forms of barter and self-help developed by unemployed groups in this country. Reprints may be secured from the editors of this department.)

"Banks of Sacramento"

THE old Forty-niners song, "There's plenty of gold, so I've been told, on the banks of Sacramento," might be the slogan adopted by thousands of unemployed in California and the Pacific Northwest. Old prospectors have taken their pans and started back to the mountains for gold. Younger men, and women too, have learned the trick from them, and Easterners who toured the West Coast this past spring and summer report that little groups of them were to be seen camped along the mountain streams, busily "panning" the gravel.

Gold in quantities too small for commercial recovery exists in the tailings from hydraulic mining, now forbidden by law in California. It is said, however, that from one to three dollars a day can be washed out by the independent prospector. The cost of camping-out is small, and the occupation a healthful one to people of sturdy physique. Some few have been fortunate enough to strike a "pocket" containing sizeable nuggets, and a certain gambling zest has been added to the project.

An Associated Press report last summer told of courses opened in *Spokane, Wenatchee, Seattle* and other Washington cities, under the sponsorship of the State College and the State Department of Mines, to give free lessons in placer gold-mining to unemployed people. Five hundred were enrolled in *Seattle* alone.

"Instead of diplomas," the article states, "those thousands of men and women have departed from their 'university' armed with picks and shovels, sluice boxes, rockers and gold pans to storm the hills and streams of the region."

Mutual Aid Unemployment Fund

WATERBURY, CONNECTICUT, has financed its unemployment relief since 1930 by regular contributions from industrial workers and their employers. Signed agreements were secured to contribute from 1 percent of wages under $50 a week, up to 3 percent of wages over $100 a week. These contributions were then deducted weekly by employers from the pay envelopes, and the total forwarded to the Unemployment Fund, the employer adding an amount equal to the total of contributions. The sums thus raised have varied from $12,000 to $20,000 a week, according to the state of employment in Waterbury. During the current year the city has been paying an additional $3000 a week for food distributed by the fund. The system of weekly receipts which could be accurately estimated in advance, has permitted planning the relief program without fear of unexpected deficits. The manager says:

We continue to operate as an unemployed group handling its own affairs. . . . The public has confidence in the organization and its ability to render relief. Our campaign for pledges, which was held in the summer and runs for twelve months, was the fourth of its kind during our two years of operation and was by far the most successful. . . . Our corporations have continued to meet their employes dollar for dollar. The city, which was practically bankrupt at the time the depression started, has succeeded in reducing its tax-rate and is the only large city in Connecticut today that could go into the market and borrow freely.

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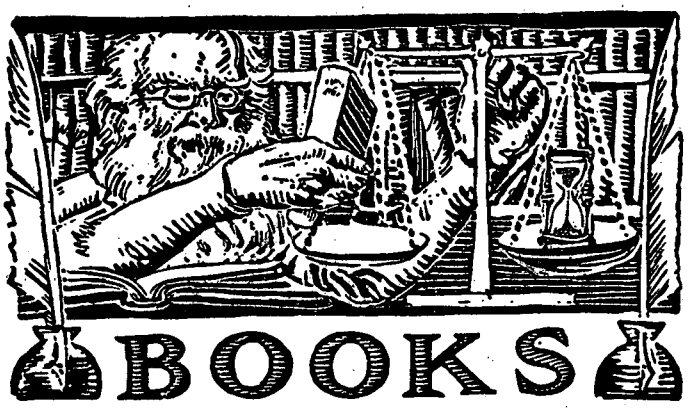

Work Relief

EMERGENCY WORK RELIEF, *by Joanna C. Colcord, William C. Koplovitz, and Russell H. Kurtz. Russell Sage Foundation, 286 pp. Price $1.50 postpaid of The Survey.*

ABOUT two hundred American cities almost spontaneously embarked upon work-relief programs during the winter of 1930–31. Cities are still experimenting along this line and have much to learn from the experience of others. For this reason, among others, this book is especially timely. The survey was undertaken at the request of the President's Organization for Unemployment Relief, and carried out by the Charity Organization Department of the Russell Sage Foundation. The findings are of immediate practical service and also constitute a permanent body of fact for the future.

This first intensive study of work relief in action includes a description of the programs as carried out in twenty-six cities, large and small, and representing different sections of the country. They were chosen so as to include all the major projects operating at the time of the survey and a few others presenting unusual features during the winter of 1930–31 and as the winter of 1931–32 was approaching.

Among the many work-relief problems discussed are the following: the relation of work relief to the morale of the worker; the cost of work relief as compared with direct home relief; the value to the community of work produced under work-relief conditions; the widely varied wage-rates paid in different communities, and payment in scrip and "in kind"; programs administered by public authorities, by private agencies, and under special arrangements such as the "Man-a-Block" plan; and technical details of setting up a work-relief program, with consideration of the staff required, insurance provisions, clearance with the Confidential Exchange and samples of office forms.

The special value of this book to a public-welfare official in a city where a work-relief program is operating or under consideration is self-evident. Of practical value also is the chapter of suggestions for setting up a work-relief program and a selection of forms in use in various cities.

FRANK BANE

American Public Welfare Association, Chicago

Education in China

NATIONALISM AND EDUCATION IN MODERN CHINA, *by Cyrus H. Peake. Columbia University Press. 240 pp. Price $3 postpaid of The Survey.*

THE REORGANISATION OF EDUCATION IN CHINA, *by the League of Nations' Mission of Educational Experts: C. H. Becker, M. Falski, P. Langevin, and R. H. Tawney. League of Nations' Institute of Intellectual Cooperation. (Distributor: League of Nations Association, New York.) 200 pp. and maps.*

PROFESSOR PEAKE'S study is of general, international interest because it demonstrates over a period of ninety years the close relationship between a country's school system and the changes in national policy. That demonstration is thorough. You can almost follow the development of China's political thought by comparing her textbooks, decade by decade: the growth of patriotic aim; the re-introduction of the classics, as Chinese schoolmen became acquainted with the importance attached in the West to Bible study; the changing stress from general ethics to the specific ethics of citizenship; the shift from European to American models; the period of Japanese influence; and then the emergence of that definitely anti-foreign, negative nationalism which of late has so embittered the Japanese.

THE group of noted progressive educators which last year toured China at the request of the National Government to the Council of the League of Nations for assistance in the preparation of a program of reforms, comes to the conclusion, primarily, that the public-school system of China has been modeled too closely upon European and, especially, American examples. Foreign influences have "severely endangered the unity of the national culture." Missionary enterprise, followed by the training of Chinese youth of the higher classes in Western universities, has made for class division and neglect of the elementary schools.

Hence among the recommendations of the Commission, greater effort to make primary education compulsory takes first place. At the same time, there must be a shift of emphasis from textbook to shop and laboratory; and by means of local surveys, the school system, though nationally unified under a reorganized ministry of education, should be adapted to different regional requirements.

Both studies emphasize what is evident to the lay visitor to Chinese schools—the often deplorable lengths to which the adoption of western methods has gone. Neither traditional forms of expression nor characteristic cultural values are being utilized as they should. As always, when introduced too suddenly and uncritically, foreign influences have proved disruptive. They have produced incongruities in state and society which superficial observers falsely attribute to national character.

As may be expected in such a situation, some of the most hopeful trends today are to be found in relatively humble progressive experiments that make imaginative use of interests and skills rooted in the local soil. Some of these, noted by him during a visit to China this year, will shortly be described by Dr. Harold Rugg, of Teachers College.

BRUNO LASKER

American Council, Institute of Pacific Relations

The Ubiquitous Scully

FUN IN BED. *The Convalescent's Handbook, edited by Frank Scully. Simon & Schuster. 187 pp. Price $2.50 postpaid of The Survey.*

ALL you who are sick should sit up in bed and give three quavering cheers for this book by Frank Scully. All who have a sick friend should send him a copy at once. All others should paste this notice in their hats as a reminder against the inevitable day of aches and pains. There is scarcely a new line in the book, to be sure; a synthetic volume skilfully stringing together the spoofs, gibes, japes, jokes at sickness, at doctors and nurses and hospital rules and clinical thermometers. It calls on the Irish and Scotch, on Frank Sullivan, Ogden Nash, Ring Lardner, Dorothy Parker, Peter Arno, William Shakespeare. It has crossword puzzles, word games, bridge problems, anagrams, observation whoopee. It has pages for visitors to register. And it has a diary, complete with Venus pencil, where you may keep your own private chart and set down just what you think of the doctor and his bedside manner in the hope that the poor fish will pick it up one day and read it.

No one could have done this editorial job better than Frank Scully. Readers of The Survey will recall the story of his magnificent refusal to be downed by tuberculosis as it was told in the issue of July 1, 1931. In the great days of The New York Sun, he stormed the editorial office, hiding his crutches behind the outer door, and got a job as reporter. Lying on a cot in the healing sun of the Southwest, he edited a local sports page, using college boys as his legs, and wrote a syndicated column. In France, he acted as correspondent for American papers, wrote scenarios and publicity, directed a movie, ghosted books. He has been in and out of twenty-five hospitals and sanatoria—always busy, always grinning, always finding time to write jolly letters to anyone anywhere whose writing interested him. His latest letter to this office told how in a single twelvemonth he had reached his fortieth birthday, taken unto him a wife, become the father of a son, and suffered the amputation of a leg. It was a good thing that dragging leg was gone, he wrote; undoubtedly he would feel better now and be able to do more work.

Cheerio, Frank Scully. Hope you sell a million copies of this

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book. Double hope you write your own story, spanking it out on the portable typewriter perched on your stomach, in the vivid, simple, bubbling words of your letters. ARTHUR KELLOGG

A Useful Source Book

JUVENILE DELINQUENCY, *by Walter C. Reckless and Mapheus Smith. McGraw-Hill. 412 pp. Price $3.50 postpaid of The Survey.*

THIS book will be of value as a text for graduate and undergraduate students in sociology and allied courses while the professional worker in the field of delinquency will find it useful as a source and reference book. The authors have succeeded in bringing together in a very effective way interesting statistical data concerning delinquency in relation to such factors as race, population and locality. The field, however, needs more material with respect to ways and means by which delinquency may be treated effectively. Social workers have pointed out for the past decade that we have a volume of data concerning causative factors and statistics but a dearth of material on treatment. These authors, however, make some rather pertinent and discriminating comments concerning general treatment in the Children's Court, under probation, in the institution, through the visiting teacher movement and various preventive programs.

The authors have presented data which show pretty clearly the fallacy of a discussion of causation and treatment on the basis of the offense rather than on the basis of a complete social history. The chapter on the Physical and Mental Development of the delinquent child is a good review of the best data available on this topic. It is noted that the section devoted to clinical treatment makes little if any mention of the Freudian or psychoanalytic methodology. One wonders why this is not evaluated in relation to other methods of clinical treatment and the general psychometric approach.

Although the chapter on the Juvenile Court is helpful from the historical point of view, one could wish for a more discriminating evaluation of Juvenile Court procedure as it affects the personality of the child. The institution treatment of the delinquent child is described largely through the presentation of case stories of children under institution care. The principal cases chosen are from the Chicago Detention Home and The Berkshire Industrial Farm, Canaan, New York, the latter being a well-advanced private institution.

The final chapter is devoted to results of treatment, and brings together some of the findings of Healy and Bronner, Bernard Glueck and others. In the appendix a number of case histories are reproduced which instructors will find useful and in which professional workers as well will be interested. LEONARD W. MAYO
The New York School of Social Work

Where Babbitt Lives

HOUSING AMERICA, *by Editors of Fortune. Harcourt, Brace. 159 pp. Price $2 postpaid of The Survey.*

WITH housing on the front page of most of the dailies this latest work is indeed timely. For with even the federal government recognizing its share of responsibility for providing low-cost housing who is there left with soul so dead as not to be interested in the subject? If such there be, however, they will not continue in their complacency or at least they will no longer dare to state that this is a country of tiled bathrooms and modern conveniences, after they read this provocative and informative book.

Here the editors of Fortune have given almost too dramatically the facts which debunk the theory that Sinclair Lewis' comfortable Mr. Babbitt is living under typical American housing conditions. As they prove, housing is the industry which the Industrial Revolution has passed by. But while painting a terrible picture they suggest ways and means of remedying the situation. We are taken behind the scenes as laymen and at the outset it is pointed out that even if a way had been evolved to finance and build houses as cheaply as automobiles, houses would still sell at a price far too high for the prospective tenant. Why? Because the cost of turning raw acres into building lots is still largely in the hands of uncontrolled subdividers, speculators and profiteers whose chief aim is to get out as quickly and with as large a profit as possible leaving those who must be housed holding the bag.

Most valuable too is the "news" that many industrialists are turning to low-cost housing as a product for which there is still an almost untouched army of consumers and are making every effort to produce in idle factories by modern methods that most elusive of products—the low-cost house. Although still in the laboratory stage, much progress has been made.

As one of the country's most famous city planners has already said of this work, "months of patient research could not produce a better understanding of this most important public question than is afforded by this book." LOULA D. LASKER

Religion and Social Work

THE CONTRIBUTION OF RELIGION TO SOCIAL WORK, *by Reinhold Niebuhr. Columbia University Press. 103 pp. Price $2 postpaid of The Survey.*

NO SOCIAL worker needs to be reminded of the fact that religion—as institutionalized in the churches and exemplified by its adherents—is a long sea-mile removed from practical, effective social work. On the other hand, any thoughtful social worker is daily compelled to admit that the goals sought by the best social work are precisely the goals advocated by the highest types of religion. That's a neat paradox: religion the motive force of a harmonious personality and the proponent of an equitable society, but so inharmonious and so inequitable in its organized forms! Mr. Niebuhr here offers a keen analysis and a partial explanation. He begins by tracing the historical origins of social work in religious impulses; and with this as a background, he shows how the modern situation arose. He treats religion both as an ally of the hoped-for society, and as the chief handicap to the coming of that society. Socially, of course, religion does handicap progress because religion inevitably tends to solidify itself in one particular form after another, claiming finality for each successive form; and each form must be broken before society, which produces it, can advance. And individually, of course, religion tends to evaporate in almsgiving and philanthropy instead of devoting itself to fundamental social improvement. At the same time, religion has been, and should be, both the coordinating force in new social movements and the harmonizing element in individual personality.

At least we are entitled to feel great satisfaction in the fact that Mr. Niebuhr was selected to deliver these lectures. Probably no other man in America could have done it as well. He called himself a tamed cynic, a couple of years ago; but if his cynicism is bitter, or his treatment tame, this volume fails to show it. The New York School of Social Work has a short but important list of publications. This one will not lower the standard. Better read it all; but especially the final chapter. CHARLES STAFFORD BROWN
Colorado Springs, Colorado

Black Pawns of Labor

THE NEGRO *in the Slaughtering and Meat-Packing Industry in Chicago, by Alma Herbst. Houghton Mifflin. 181 pp. Price $3 postpaid of The Survey.*
THE FREE NEGRO FAMILY, *by E. Franklin Frazier. Fisk University Press, Nashville, Tenn. 75 pp. Price $1 postpaid of The Survey.*

A STUDY as detailed and documented as Miss Herbst's may seem to the casual reader another one of "those gratuitous research projects that clutter our bookshelves with competent but useless information." But it turns out that the story of the Negro in the stockyards of Chicago is one of the important chapters in American labor history, and its analysis one of the most diagnostic insights into the typical policies of capital and organized labor between 1904 and 1926,—the period of particular emphasis in this thoroughgoing but somewhat arbitrarily limited study. The history of the induction of Negro labor into this industry is conditioned at almost every step by some critical phase in the struggle between the packers and organized labor. In the strike of 1904, "Negro strike-breakers were smuggled into the yards . . . and during the next two weeks, trainloads of several hundred Negroes, accompanied by officers of the law, arrived daily. . . . As the presence of an increasing number indicated the success of the packers in

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resuming operations, racial antipathies and hatreds were kindled. . . . Among the first of the strike-breakers to be hired, they were among the first to be asked to leave at the conclusion of hostilities." In 1917, when it was recognized "that without the Negroes the yards would not be unionized," about 90 percent of the twelve thousand Negroes were loosely and hurriedly organized, for the most part in affiliated separate union chapters. The segregation policy weakened this structure as much or more than the unfamiliarity of most of the Negroes with labor organization, and a policy of increasing the quota of non-union Negro labor precipitated in 1919 a crisis that at first swung in the direction of a popular labor movement, but then by a sharp reaction into a labor feud which most observers, including Miss Herbst, credit as one of the major causes of the 1919 Chicago race riots. "By July 27, 1919, the conflict between the packing-house employers and workers for the allegiance of the Negroes had become so sharp that each laid the responsibility for the race riot upon the other. At its conclusion an almost impregnable barrier had been erected, which brought to an abrupt end the Negro's trade-union experience." Again, "the strike called December 5, 1921, was broken by the use of Negro strike-breakers, who added to the confusion within the establishments by calling strikes of their own." Finally, "In spite of the assertions of no racial discrimination, the variations from 1922 to 1926 in the number of workers of each group show preference for white labor." In 1923, "prosperity and industrial opportunities curtailed the white labor supply," and Negro workers increased; but "the 1924 period of acute unemployment enabled employers to discriminate in the choice of employes, and Negroes were laid off and the percentage of white labor increased."

These and similar conclusions seem ample warrant for a very human and significant subtitle which the reviewer offers without apology to this commendably objective and accurate monograph, to bait the interest of the average reader, pardonably weary with graphs and statistics. Read this book not merely as a study of the Negro in the "Meat-Packing Industry," but as the story of America's black pawns of labor.

SUPPLEMENTING Professor Frazier's competent study of the contemporary Negro family, comes this small but interesting study of the free Negro family before the Civil War. Its thesis is that the free Negro family was an important force in the rapid acculturation of the Negro to the patterns and standards of American civilization, and thus became "the vanguard in the cultural and economic progress of the race." Typical family histories and intensive analyses of the trends of the freed population from 1700 to 1860 effectively substantiate this interesting contention.

Howard University ALAIN LOCKE

Systematic Sociology

SYSTEMATIC SOCIOLOGY, *by Leopold von Wiese and Howard Becker. John Wiley & Sons. 772 pp. Price $6 postpaid of The Survey.*

PROFESSOR VON WIESE of the University of Cologne is known to students of German sociology as the author of Beziehungslehre and Gebildelehre. His American associate and translator, Professor Becker, is in the sociology department at Smith College. It is not quite correct to speak of Becker as translator. He is amplifier and interpreter. He has fitted the systematic sociology of von Wiese to the American situation, matched it with the writings of American scholars and illustrated it with materials meaningful over here.

The book is long and laborious, after the manner of German texts, but full and thorough, so that when the reader finishes, whether he agrees or not, at least he knows what the writers meant. It was not meant to be a text as much as a book of reference, a work to which the thoughtful student can turn with profit. Like Ward's Dynamic Sociology it is a book that will be used a long time. If used as a text it should be very stimulating to advanced students. For the benefit of lay readers the authors have included an extensive index and table of contents.

Sociology, as herein presented, begins (as Allport would have it) with individuals in their relations to one another. Relationships are associative or disassociative, and of each type they are dynamic or static. They form "action patterns" as between individuals and "plurality patterns" as they relate to groups, crowds or abstract collectivities. On the whole, the "system" is airtight as logic can make it, but the present reviewer in his study of social processes and problems, has found this book very useful not for its complete wholeness, but for its searching analysis of this or that subject in which he may be interested. NELS ANDERSON

Seth Low Junior College

Panorama of a Prison

20,000 YEARS IN SING SING, *by Lewis E. Lawes. Long and Smith. 421 pp. Price $3 postpaid of The Survey.*

WHEN next you notice that a book glorifying crime is among the best sellers, remember that this attained that pinnacle also. To a serious student of penology that is encouraging, for in this volume the head of the most famous prison on the western half of the earth discusses, vividly and sharply, what he has learned about conducting prisons. He tells stories and states his philosophy and point of view. Warden Lawes is open-minded as a penologist and intuitively quick as an administrator; there can be no question about his success at Sing Sing. The book is partly autobiographical, tracing his rise from the rawest of guards to his present eminence. Not the least interesting part is his history of the Big House itself, symbolizing as it does the development of penitentiary ideas in this country; one by one the changes considered radical and revolutionary when made are shown to be sound and sensible. The book is direct and simple in style; the warden takes his readers inside the prison and holds them there, attentive spectators of the panorama he places before them. WINTHROP D. LANE

Trenton, New Jersey

RUN OF THE SHELVES

A DESCRIPTIVE LIST OF THE NEW BOOKS

PROHIBITION—A NATIONAL EXPERIMENT, *by James H. S. Bossard and Thorsten Sellin. Amer. Academy of Political and Social Science. 269 pp. Price $2.50 postpaid of The Survey.*

A ROUNDED symposium—such as one expects and gets from the Academy—in which twenty-three writers discuss the great American argument under these headings: historical, legislative and administrative aspects of prohibition; changing aspects of the liquor problem under prohibition; prohibition and certain phases of social life; the future of prohibition; the liquor traffic in other countries.

SHORTER HOURS—*A Study of the Movement Since the Civil War, by Marion Cotter Cahill. Columbia University Press. 300 pp. Price $4.50 postpaid of The Survey.*

A HISTORICAL study of the movement for a shorter working day in American industry. Covering the decades since the Civil War, the study shows that the means used to cut the hours of labor have been legislative action, trade-union action and voluntary action by the employer. "The greatest success," the writer finds, "has been achieved in periods of business prosperity, when labor has been in a strong bargaining position."

LABOR PROBLEMS AND LABOR LEGISLATION, *by John B. Andrews. American Association for Labor Legislation. 135 pp. Price $.60 cloth, $.30 paper, postpaid of The Survey.*

THIS book, in earlier editions, has long had an honored place on the shelves of students, social workers, civic leaders, writers and reference libraries. As one who has had frequent occasion to turn to it, the writer of this note has never ceased to marvel at its completeness, its compactness and its effective presentation of both fact and philosophy. The new edition is brought down to June 1932 with many up-to-date charts and illustrations. It is to be regretted that even this fourth revision fails to include an index.

WOMEN'S WORK UNDER LABOUR LAW, *Publication of the International Labour Office, distributed by World Peace Foundation. 264 pp. Price $1.50 postpaid of The Survey.*

A STUDY of "the chief problems affecting women workers which

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APPEAL

Mountainview Opportunity School, Langston, Alabama, solicits donations of clothes, books and equipment. Public School support meagre. The interest of philanthropic groups or individuals is asked to provide extra teacher for girls in their 'teens, to give special instruction in humble home-making. Singularly meritorious. **John B. Armstrong.**

"THE NEGRO IN THE ECONOMIC CRISIS"
will be discussed by *John L. Spivak, author of "Georgia Nigger"*
and *Richard Moore,* authority on the Negro question
Wednesday, December 14th, 8:15 P.M. at the Carteret Hotel, 208 W. 23rd St., New York
Auspices: SOCIAL WORKERS DISCUSSION CLUB
Admission 25 cents

have given rise to protective legislation," and examples of the solutions tried in various countries. The report points out that "these legislative solutions, like all human endeavors, are merely relative and temporary in their character. . . . Whereas certain problems affecting the employment of women will always be with us—for example, the fundamental problem of maternity—others develop with the social conditions out of which they arise."

INDUSTRIAL PSYCHOLOGY, *by Morris S. Viteles. W. W. Norton, 652 pp. Price $5.50 postpaid of The Survey.*

THE theory and the techniques of the very young science of industrial psychology, ably set forth by a member of the psychology faculty of the University of Pennsylvania who is also personnel consultant of the Transportation Management Corporation (Parmelee System). The book is conveniently divided into three sections. The first covers the origin and development of industrial psychology, the second the application of industrial psychology to the problem of fitting the worker to the job, the third, the problem of maintaining fitness at work.

PROBLEMS IN HUMAN ENGINEERING, *by F. Alexander Magoun. Macmillan. 535 pp. Price $3.50 postpaid of The Survey.*

THOUGH this is a case book for classroom use, it is a very amusing volume. The professor sets the problems—fifty human situations which are likely to confront the young engineering or business-school graduate. A dozen or more solutions, submitted in M. I. T. classes in human engineering, follow each problem. Granted that a "course" in such a subject is no substitute for first-hand experience, such material as this is invaluable in turning a young person's attention to the human side of his job and in giving the lay reader vivid glimpses of the problems of personal relationship which wage-earners and management must meet.

COMMUNICATIONS

Letters of Charles B. Stover

TO THE EDITOR: An association has been formed to conserve the memory of the late Charles B. Stover, one of the founders of the University Settlement and a pioneer in the field of outdoor recreation. It is proposed, provided that sufficient material shall be found available, to publish a volume commemorative of his life and activities. To this end, it is requested of all those among his late friends and associates who find themselves in possession of any letters or other documents relating to him and to his public work to send copies of these to the undersigned. J. K. PAULDING
Chairman, Publication Committee, Charles B. Stover Memorial Association, 184 Eldridge Street, New York.

Sex in Advertising

TO THE EDITOR: In my judgment it is an amazing thing that a publication of the standard of excellence of The Survey would lend itself to commercializing pandering to curiosity regarding sex by accepting such an advertisement as appeared on the full page inside back cover of your issue for November 1. Quite regardless of the contents of the book itself, the style and type of advertising is thoroughly objectionable and, I believe, would not meet with the approval of any of the reputable authorities in this field or any responsible social worker. No useful (*Continued on page 702*)

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(*Continued from page 701*) purpose can possibly be served by advertisements couched in such language. They are obviously calculated to sell a publication on the basis of an unwholesome appeal not only to a normal interest but to a morbid curiosity concerning sex.

I have hesitated to write this letter but I feel so strongly that a magazine undertaking to serve the highest interests of social work in this country should not lend itself to any such cheap and socially unsound approach to sex problems that I venture to protest, even at the risk of having my objections promptly dismissed as a display of fanatical prejudice. ROY E. DICKERSON

Director of Activities, The Grand Council of the Order of the De Molay, Kansas City, Missouri.

Xmas Gifts for Hard Times

TO THE EDITOR: May I hasten, for the time is all too short, to oppose the suggestion made in The Survey November Midmonthly by Mary Addison Ingle [page 620] that people give the amount they would otherwise spend on a Christmas gift to the Relief Committee in return for a receipt made out in favor of the person to be remembered at Christmas.

There are two good reasons, in my opinion, why we should all remember with gifts this Christmas just as many people as we have in the past. The first and fundamental reason is that the privilege of giving to loved ones is one of the precious things we want to hold on to particularly in times like these. The second is obvious: by cutting down our buying we hurt more than we help.

Let us then remember our friends and neighbors in the larger sense as usual. It might be a good plan perhaps to spend about half the usual sum on personal gifts by getting less expensive gifts and with the other half buy gifts from a list of practical suggestions made out by the local Relief Committees to be distributed by them. I am quite sure that more work will be "created" in this way than under the plan proposed. MILDRED CUNNINGHAM

Cambridge, Mass.

How London Did It

TO THE EDITOR: I am deeply impressed with the contrast between the handling of the recent London hunger marchers and of similar crowd efforts at home. No machine guns nor tear-gas bombs, no summoning of militia, nor calling for the riot drill in which ours is trained. Police without revolvers, only billies and nightsticks. Result: perfect control, even in the moments when the crowd got ugly and began slugging. Fatalities: none; wounded, less than a hundred.

It is too impressive to be passed over. Knowing that our methods, especially the riot drill, are thought out and printed in manuals, one cannot escape the feeling that we relate ourselves by them to the adventure-story version of a South American revolution rather than to the technique of Anglo-Saxons. London has given us a notable example of common sense as well as of uncommon self-control.

MERRILL F. CLARKE

Minister The Congregational Church, New Canaan, Connecticut

The Value of Faith

TO THE EDITOR: You recently had an article by a woman telling of how she worked out a modern and personal statement of Christian belief, to give to a company of intelligent, socially minded women who had lost or discarded their faith. [Confession of Faith, a Modern Woman's Catechism, The Survey, September 1, 1932.] The article was an exceedingly fine one, and I plan to call the attention of our congregation to it in a sermon on The Quest for God. You have made a real and timely contribution and I thank you for it.

People informed as to social service workers speak of the large proportion of them who have both religious backgrounds and Christian faith. I have often wished that The Survey might have a larger proportion of non-technical articles, and also more that dealt with the value of faith as a means for mental healing and also as a dynamic for social reconstruction.

Would it be practicable also sometime for you to have an article giving somewhat precisely and concretely the definite work which a church or churches (or the Christian ministers of a community) could reasonably and hopefully do along social service lines? For example. Wakefield is a mixed town of about 16,000 people from four sevenths to four fifths of American and Canadian old-line stock, perhaps 2500 Italians and smaller groups of other foreign origins. Our town is perhaps two thirds industrial and one third commuters to Boston. For its Protestant churches the types are mainly the older New England ideals plus an honest desire to serve. Do you have any articles dealing with such a problem or opportunity? AUSTIN RICE

Pastor First Congregational Church, Wakefield, Mass.

Friends of Randolph Bourne

TO THE EDITOR: In these days when many of the ideas of the late Randolph Bourne, critic and publicist, are uncritically accepted without the personal vigor of his belief or utterance, it seems appropriate to recall his brief career. If any of your readers knew him I would very much appreciate their sharing their recollections of him with me. Letters should be addressed to me at 48 Spruce Street, Bloomfield, New Jersey. If I succeed in gathering the necessary material it is my intention to prepare a book about him. The point of view with which I approach this study may be gathered from the article, Bourne into Myth, which appeared in the October Bookman. DOROTHY TEALL

Labor Books Wanted

TO THE EDITOR: North Carolina textile workers have shown an interest in reading and study groups, but they can't buy books with their wages of from $2.50 to $4 per week. In order that they might be able to study, a circulating library has been started. Several persons have already sent books and magazines. We need many more.

There are many requests for such pamphlets as are put out by Brookwood Labor College: When Southern Labor Stirs by Tom Tippett, Your Job and Your Pay by Tippet and Polla, any of Upton Sinclair's books, Clash by Helen Wilkerson, Life of Mother Jones. Any one wishing to send any of these or any other labor plays, books, poems, etc., for use in workers' study groups may send them to my address below. Thanks. BEULAH CARTER

Organizer American Federation of Full Fashioned Hosiery Workers Union, 512 Willard Street, Durham, N. C.

A Plea for Books

TO THE EDITOR: The Highlander Folk School at Monteagle, Tennessee, which opened November 1, is greatly in need of books. No one connected with the school receives a salary and since there is almost no money for actual running expenses we must depend entirely upon contributions of books even for teaching purposes. For class and reference work we especially need books dealing with the problems of labor, socialism, communism and books throwing light upon the general economic and social problems of the day. The purpose of the school is to educate rural and industrial leaders for a new social order. Our method resembles somewhat that of the Danish folk school. Since our work extends out into the community, in the form of night classes and community clubs, we also need books of a more general nature for circulation.

The advisory committee of the Highlander Folk School is made up of Reinhold Niebuhr, Norman Thomas, Alva Taylor, George S. Counts, Sherwood Eddy, Arthur Swift, Carl C. Taylor, Joseph K. Hart and W. W. Alexander.

We will greatly appreciate contributions of books you feel will be helpful. MYLES HORTON

DON WEST

Co-directors Highlander Folk School, Monteagle, Tenn.

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GOSSIP: of People and Things

Survey Boys Make Good

THE Red Cross Chapter in St. Louis has chosen as its chairman J. Lionberger Davis who includes among other distinctions that of Survey Associate.

Another Survey boy in recent news is Dr. John H. Finley, once of this journal of light and leading, now associate editor of The New York Times. Dr. Finley has been awarded the medal of the American Hebrew for the promotion of better understanding between Christian and Jew. The first award in 1930 was to Newton D. Baker of Cleveland, the second to Archbishop Edward J. Hanna of San Francisco. The committee of award included many distinguished persons of all faiths.

Another announcement, which gave great satisfaction in these parts was that of the appointment of Joseph H. Willetts as dean of the Wharton School of Finance and Commerce, Philadelphia. As head of the school's Industrial Research Department Professor Willetts has made many highly valued contributions to the columns of this publication.

DR. William Healy and Dr. Augusta Bronner, long associated in the work of the Judge Baker Foundation, Boston, have announced their marriage.

"So effective is the relief work carried on by the Welfare Department of Madera County," says a Dixon, Calif. newspaper, "that the children of indignant parents are apparently better nourished than they ever were before." "It pays to kick," wisecracks the esteemed Literary Digest.

KATHERINE Tucker, general director of the National Organization for Public Health Nursing, has been appointed consultant in public health nursing to the New York State Department of Health.

TURNING the century mark this year is the Union Benevolent Association of Philadelphia, Clinton Rogers Woodruff, president. In a dignified little volume the Association commemorated the centennial of its service "in ameliorating the condition of the poor," and tells the story of its first hundred years, which is in effect the history of social philosophy in this country.

REV. Thomas A. Egan, S.J., has been appointed dean of the School of Social Work at Loyola University, Chicago, succeeding Rev. Frederic Siedenburg, S.J., who resigned last fall. Father Egan, whose special studies have always been in the field of sociology, was last year dean of the College of Liberal Arts at Loyola.

THE American Red Cross has loaned Ruth Wadman, its assistant director of war service, to the New Haven Hospital to organize the medical social service unit in the new building of the out-patient department and in the admitting office for all patients. Her title is Chief of Medical Social Service. Her duties in Washington will be shared during her absence by Eleanor C. Vincent, her assistant, and Marion Rickert, recently brought to the staff from the New York State Temporary Emergency Relief Administration.

ONE of the recommendations of New York's Commission to Investigate Prison Administration and Construction has been realized in the appointment of Earl Miller as director of personnel in the Department of Correction. Mr. Miller, recently a sergeant in the Division of State Police, has been physical instructor at Union College, Schenectady, N. Y., and at Springfield College, Springfield, Mass. He will train the prison personnel in military tactics, be responsible for their fitness and esprit de corps and will eventually have charge of the Guards' Training School which has been developed during the past two years by Dr. V. C. Branham, deputy commissioner.

REV. Edward F. O'Malley has been appointed director of Catholic charities of the Archdiocese of Philadelphia, succeeding Rev. J. A. McDonald.

EVERYONE connected with the health department of Lackawanna, New York, joined forces recently to give a real party in honor of Katherine Burke, chief public-health nurse of the city, who has just completed twenty years of service that reach back to the organization of the department in 1912.

C. M. DYKSTRA, city manager of Cincinnati, whom social workers will recall, if for no other reason, for his brilliant address at the National Conference last spring, has been elected president of the International City Managers Association.

'Rah for Ruth Taylor

HOWEVER The Survey felt or didn't feel about some of the results of the justly famous events of November 8, it all but danced in the streets when returns from Westchester County, New York, showed that 124,660 voters, an overwhelming majority, shared its opinion that it would be little short of a calamity if Ruth Taylor were not continued in the important job of public welfare commissioner. Miss Taylor led her ticket and demonstrated that once in a blue moon experience and proved fitness get the votes regardless of party.

THE word from Ohio was not so exhilarating for it told of the defeat of Judge Florence E. Allen of the Ohio Supreme Court who, a Democrat, had had the temerity to run for Congress in a district so deep-dyed Republican that not even her fitness and a Democratic landslide could change its complexion.

But from Cincinnati came the welcome news that Charles W. Hoffman was elected to a fourth term of six years as judge of the Court of Domestic Relations. Judge Hoffman illustrates the kind of election we particularly like. Made judge at the creation of this modern court in 1914, he has held the post continuously on his record and this year there was no opposition though he is a Democrat in a strongly Republican county.

AND speaking of elections and campaigns consider for a moment the course of history in the light of an election poster recently dug up in Pompeii: "Elect Obonius Priscus, the friend of the farmer," says the record that even Vesuvius could not erase.

More New Officers

American Public Health Association: PRESIDENT, Dr. John A. Ferrell, New York; PRESIDENT-ELECT, Dr. Haven Emerson, New York; VICE-PRESIDENT, Dr. Arthur T. McCormack, Louisville, Ky., TREASURER, Dr. Thomas Parran, Jr., Albany, N. Y.; ACTING EXECUTIVE SECRETARY, Dr. Kendall Emerson, New York.

Tennessee State Nurses' Association: PRESIDENT, Nancy Rice, Nashville; VICE-PRESIDENTS, Lennis Ault, Fountain City and Mary Hennessee, Chattanooga; TREASURER, Dorothy Ebbs, Chattanooga; SECRETARY, Georgia Holmes, Chattanooga.

New Jersey Tuberculosis League: PRESIDENT, Martin H. Collier, Lakeland Sanitarium, Camden County; VICE-PRESIDENT, Dr. J. Bennett Morrison, Newark. All other officers reelected.

Vermont Conference of Social Work: PRESIDENT, W. I. Mayo, Westminister; SECRETARY, Mrs. E. R. Hunting, Springfield; TREASURER, Mrs. Charles Q. Garey, Windsor.

New York State Conference on Social Work: PRESIDENT, Oscar W. Kuolt, Rochester; VICE-PRESIDENTS, Mrs. Francis J. Kernan, Utica, Ethel Van Benthuysen, Albany, Moses Winkelstein, Syracuse; TREASURER, Frederick A. Moran, Albany; EXECUTIVE COMMITTEE members for three years, Harry R. Lurie, New York, Frank J. O'Brien, New York, Whitcomb H. Allen, Rochester.

KATHRYN E. MAXFIELD, who since 1924 has been research psychologist on the staff of the American Foundation for the Blind, has been appointed to the newly created position of director of personnel and research at Perkins Institution for the Blind, Boston. Under Miss Maxfield's leadership the department of psychology at Perkins is to be broadened to deal with the problems of personnel adjustment and vocational guidance for blind boys and girls. Pioneer work is planned in the application of mental hygiene to blind children and to methods of handling mentally retarded and superior blind pupils.

CHARLES H. Johnson, who recently retired as commissioner of the New York State Department of Social Welfare, was speeded to his new job as grand secretary of the Grand Lodge of Masons of New York State at a dinner with some six hundred social workers and Masons in attendance and all sorts of appreciative messages from presidents and governors and the like.

DAVID S. Hanchett, since 1924 dean of men at Antioch College, has, at the request of the Ethical Culture School, gone to New York to supervise the organization of business courses in the highschool department of the Fieldston school.

HENRY Street Settlement, for all the hard times, still believes that a little make-believe helps. Eva Fry, director of its Playhouse, is deep in preparation for the four performances in the winter's program which is planned to "give pleasure and profit to all those who wish to study the arts of the theater in their spare time." Maria Ouspenskaya of the Moscow Art Theater has joined the teaching staff this season to give a course on Body-work and Stage Movement. Two other newcomers at Henry Street this winter are Delite Mower, director of Girls' Work, *(Con't on page 704)*

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(*Con't from page* 703) recently at Clark House, and her assistant, Irene Walker, formerly of Berea College and Grenfell Missions.

THE National Conference of Catholic Charities will hold its 1933 meeting in New York City with the opening session on October 1. Richmond Va. has been chosen for the 1934 meeting.

To help build up a system of relief in its western counties for which R.F.C. funds are available, the state of West Virginia has borrowed Elizabeth Smith for three months from the West Essex N. J. Social Service.

THE Curriculum in Probation Work at Notre Dame University has added to its faculty John A. Sullivan, graduate of the New York School of Social Work, whose experience with delinquent boys was gained chiefly at the New York House of Refuge. Mr. Sullivan has taken over most of the courses taught last year by Edwin J. Cooley, who is now engaged in special work for the Illinois Emergency Relief Commission. The Curriculum, established in 1929 to train college men for prison, parole and probation work, is directed by Rev. Raymond W. Murray, C.S.C., head of the department of sociology. It includes in its faculty Maurice L. Pettit, president of the Indiana State Probation Association and Dr. P. H. Weeks, psychiatrist at the Indiana State Prison.

THE University of Minnesota has drafted the services of Myra Manifold, seasoned district secretary of the New York C.O.S., to supervise the field work of students in the Minneapolis Department of Public Welfare.

Oh Those Lists

IN ONE of the unpredictable ways in which names get on prospect lists the name of a certain Mr. So-and-So, very important sounding, got on the list of the New York A.I.C.P. with an address in an equally important sounding suburb. The only clue to Mr. So-and-So's concerns was the fact that he was president of a club which no one had ever heard of but which likewise had an important sounding name. So for a year or two the financial secretary bombarded Mr. So-and-So with a series of high-class, bankerish-looking letters implying that the active interest of Mr. So-and-So and his associates of the Thus-and-Thus club in the affairs of the A.I.C.P. would be warmly welcomed by yours sincerely, Cornelius S. Bliss, President. At long last came a reply: "Dear Mr. Bliss: This is to answer some of your letters for help. My club consisting of five boys named Sam, 7 years, Carry, 7 years, Billy, 10 years, Fred, 8 years and myself, 11 years, chopped wood and earned this dollar which we are sending to you."

FROM Honolulu by way of Philip S. Platt, director of Palama Settlement, come the proceedings of the Twelfth Territorial Social Work Conference held last summer under Mr. Platt's presidency. This conference has the custom of setting up for itself each year certain aims and objectives, progress toward which is measured the following year. The seven objectives for 1932–33 include forthright stands in relation to birth control and the sterilization of mental incompetents. New officers of the Conference are: president, Mary L. Cady; vice-presidents, Adjutant William Nock, Andrew Gross, Agnes T. Clancy and Dr. S. E. Doolittle; secretary, Gertrude Hosmer.

NOT a clinic, not a birth-control unit, not any of the things that many inquirers seem to think it is, is the lecture and discussion course for ministers going on this winter in New York under the wing of the Institute for Family Relations, organized by Dr. Victor C. Pederson. The lectures, which bear on the general subject of the sociology of the family, will continue through January. The group meets on the first and third Thursday of the month at 2:30 P.M. at 130 East 22 Street.

STILL they come, the new United States probation officers. Latest appointments are Hubbard Reed Cozart, young Texas attorney, who will cover the western district of Texas with headquarters at San Antonio, and Frank W. Hagarty, who will be on the staff in New York City. Mr. Hagarty was formerly with the Brooklyn Bureau of Charities and at the moment is with the State Temporary Emergency Relief Administration as special investigator.

THE Greater Boston Federation of Settlement Houses and the directors of Denison House held a memorial meeting on November 20 for Helena Stuart Dudley, who died on September 29 in Geneva, where she was attending the Disarmament Conference in behalf of the Fellowship of Reconciliation and the Woman's International League for Peace and Freedom. Miss Dudley went to Denison House just after her graduation from Bryn Mawr, when it was established as a part of the program of the pioneer College Settlements Association, in which Bryn Mawr was active. She remained intimately in touch with the work at Denison House during all of the following years, for most of the time as headworker. At the memorial meeting Vida D. Scudder said: "Amid all these [settlement] enterprises moved her gracious presence, radiating a friendly warmth that filled the atmosphere. Social work was not yet stereotyped; there was no effort to classify or psychiatrize the neighbors; they were friends; and Helena Dudley's rare genius for friendship gave her a hold on people almost unique."

FRIENDS of Forrest Bailey, formerly co-director with Roger N. Baldwin of the American Civil Liberties Union, are rejoicing that health is slowly returning to him after the paralytic stroke he suffered last summer. He is now able to walk a little unassisted and while his vision is still affected this will, it is believed, eventually right itself.

THE Cleveland Chapter of the American Association of Social Workers, second largest in the organization, now boasts a paid executive secretary, part time to be sure, but still something to talk about. Katherine Reeve, a member of the chapter, has the job.

THE Y.W.C.A., which certainly has a way with it in drawing important personalities into its work, announces that Mrs. John D. Rockefeller, Jr. has accepted appointment as chairman of its World Service Council succeeding Mrs. Arthur Curtiss James who becomes honorary chairman after ten years of active service. The Council is composed of one hundred women representing all sections of the country. Anna E. Caldwell is the secretary.

Oxford Next

WITH the echoes of the Frankfurt International Conference of Social Work still reverberating there comes from Dr. René Sand, its urbane secretary-general, the announcement that preparations are already making for a third international conference to be held in Oxford in 1936 on the theme, The Home and the Community. The organization of the conference has been entrusted to the Hon. Percy Alden, its treasurer-general, who is chairman of the British Committee of Social Work. The chairmanship will be offered to the Right Hon. J. H. Whitley, former speaker of the House of Commons, vice-chairman of the British Social Service Institute and of the National Council for Social Work, London.

It now seems likely that by the time 1936 and the Oxford Conference come around a new international association of social workers will be in its stride. A meeting called at Frankfurt by the German Association of Social Workers was attended by delegates from eight different countries. Joanna C. Colcord of New York and Mollie Ray Carroll of Chicago stood for the Stars and Stripes. This group, which called itself the International Permanent Secretariat of Social Workers, entrusted to the German Association such executive duties as a tentative organization, more or less an experiment, required. The major activity at the moment is arranging for an exchange of professional information and literature.

THE Jewish Welfare Board, 71 West 47 Street, New York, national organization of Jewish character building agencies has added to itself a department of health and camp activities with Samuel Leff, a member of its field staff, in charge.

THE Survey's and a lot of other people's, good friend, John A. Lapp of Chicago, is giving his talent and experience to forwarding the fortunes of a new organization, the National Rehabilitation Association, which has its temporary office at 537 South Dearborn Street, Chicago. The Association, which points out that fully seven million people in this land of the free are handicapped in their earning capacity by accident or disease, proposes "to secure the cooperation of all agencies, local, state and national which are engaged in work for the handicapped and to unite their efforts in a campaign of publicity and education of the general public on the needs and opportunities in this field. The president of the new organization is Oscar M. Sullivan, director of reeducation of the state of Minnesota. Dr. Lapp, past-president of the National Conference of Social Work, is the director.

GEORGE M. Hallwacks is chairman of a new committee of the New York Chapter of the American Association of Social Workers which has tackled the knotty problem of a plan for some sort of a state-wide organization to give professional social workers a more effective voice in social legislation at the state capitol.

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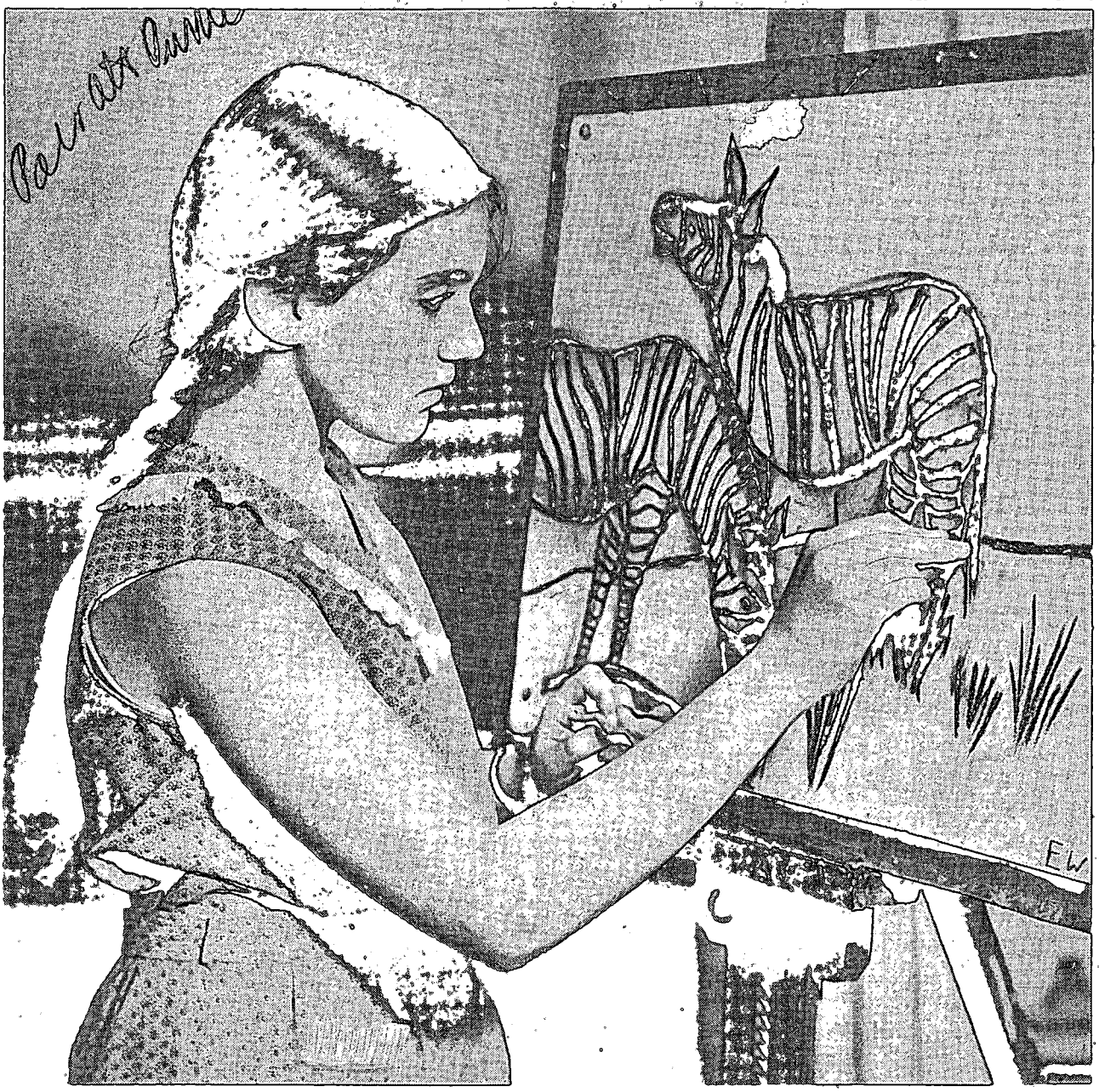
JUNE GRAPHIC SURVEY



What's Happening To the Schools

"My Workers Are Drier, But—" *Whiting Williams*

Rock-Bottom Responsibility—*Robert F. Wagner*

Out from Confusion — *Frankwood E. Williams*

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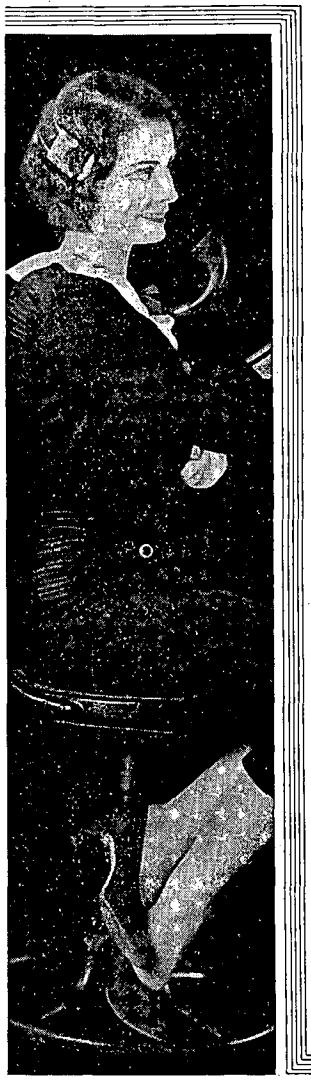

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Guard your EYES

Don't read with the light shining into your eyes.

Don't read when recovering from serious illness—without your Doctor's consent.

Don't read when lying down unless your head and shoulders are propped up and the page is held at right angles to your line of vision.

Don't use public towels and be careful about rubbing eyes with fingers. Dangerous infection may follow.

Don't hold your work or book nearer the eyes than 12 inches.

Don't fail to visit an eyesight specialist at the *slightest sign* of eye trouble.

Don't use eye-washes, ointments, salves or other remedies unless advised by an eyesight specialist.

Don't wear glasses not prescribed by an eyesight specialist.

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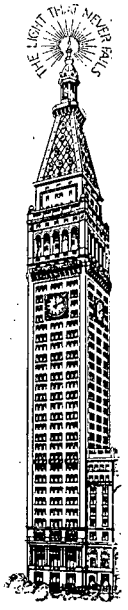
Have you had your eyes examined within the past three years? You may be unduly straining them at this very moment. Only an eyesight specialist can tell you if it is wise to use your eyes in their present condition.

Whenever cases of severe, recurring headache, nervous exhaustion, hysteria, insomnia, giddiness or other similar conditions do not respond to medical treatment, the eyes should be carefully examined.

Defective vision will not improve with the passing of time. If neglected, or if the wrong treatment is given, disastrous results may follow. But a mere imperfection in vision is not the most serious thing that can happen to your eyes. There are damaging eye diseases which, if untreated, eventually lead to blindness. For instance, glaucoma is one of the most insidious eye diseases. It can be present and yet give little indication, at first, of its threat to your sight. Recognized early, it lends itself favorably to treatment. It is, therefore, always advisable for a person more than 45 years old to have periodic examination of the eyes by an expert.



Don't take chances with your vision or with that of members of your family. Make sure that children's eyes are watched and protected. Thirty-five of the forty-eight States now have statutes providing for eye tests in schools.

Remember that it is always difficult to restore sight that has been seriously impaired. Safety lies in consulting an eyesight specialist regularly, even though one's eyes seem to be normal. The majority of defects can be rectified and the eyesight corrected so as to give satisfactory service.

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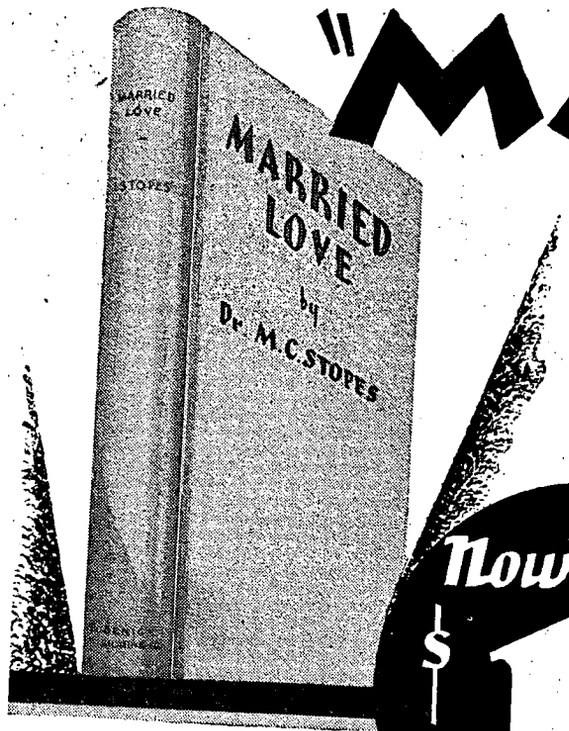

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